

DOCUMENT RESUME

ED 209 753

EA 014 210

AUTHOR Finlayson, Jean, Ed.
 TITLE Management Training for Further Education Staff in the United Kingdom and West Germany. Comparative Papers in Further Education. Number Seven.
 INSTITUTION Further Education Staff Coll., Blagdon (England).
 PUB DATE 80
 NOTE 106p.
 EDRS PRICE MF01 plus Postage. PC Not Available from EDRS.
 DESCRIPTORS *Administrator Education; Comparative Analysis; *Educational Administration; *Educational Needs; Foreign Countries; *Management Development; Postsecondary Education; Principals; Teacher Education
 IDENTIFIERS England; West Germany

ABSTRACT

Twenty-five short papers discuss educational management training in England and West Germany. The papers outline current provisions for training educational administrators, compare training needs with the training provided, and note training trends and problems common to the two countries. After a brief foreword, the first paper explains the rationale behind educational management training. Two papers then describe the English and West German educational systems. Two further papers review the educational management programs currently available in England and West Germany. Nine papers on England and seven on West Germany--each set preceded by a short introduction--present administrators' responses to questions on the training of regional educational administrators and principals as well as teacher educators' responses to questions on their methods of training teachers. The final paper summarizes the administrative training needs identified in the preceding articles, including training in school and labor law; in general planning, administrative, and financial tasks; in communications and human relations; and in public governmental processes. (Author/RW)

 * Reproductions supplied by EDRS are the best that can be made *
 * from the original document. *

ED209753

Management training for Further Education staff in the United Kingdom and West Germany

U.S. DEPARTMENT OF EDUCATION
NATIONAL INSTITUTE OF EDUCATION
EDUCATIONAL RESOURCES INFORMATION
CENTER (ERIC)

This document has been reproduced as
received from the person or organization
originating it.

Minor changes have been made to improve
format and readability.

- This document is available in microfiche
and microfilm formats. For a full
listing of formats, see the microfiche
listing.

PERMISSION TO REPRODUCE THIS
MATERIAL IN MICROFICHE ONLY
HAS BEEN GRANTED BY

TO THE EDUCATIONAL RESOURCES
INFORMATION CENTER (ERIC)



Published by The Further Education Staff College
Coombe Lodge Blagdon Bristol BS18 6HG United Kingdom

EA 014 210

ISSN 0143 327X

Comparative Papers in Further Education

Series Coordinator:
Editor:

**David Parkes
Jean Finlayson**

Secretaries:

**Molly Higgs
Gillian Griffin
Joan Metherell**

© 1980 Copyright: The Further Education Staff College

Coombe Lodge Staff

Director:
Deputy Director:
Registrar & Clerk to the Governors:
Librarian,
Staff Tutors:

**Gordon Wheeler
Derek Birch
John Roberts
Penny Huckle
Bob Challis
Rob Cuthbert
Charles Ferguson
Jack Latcham
Derek Marsh
David Parkes
Russ Russell
Colin Turner**

MANAGEMENT TRAINING FOR FURTHER
EDUCATION STAFF IN THE UNITED
KINGDOM AND WEST GERMANY

NUMBER SEVEN
1980

FOREWORD	2
David Parkes Staff Tutor, Coombe Lodge	
WHY TRAIN IN EDUCATION MANAGEMENT?	3
Gordon Wheeler Director, Coombe Lodge	
AN INTRODUCTION TO THE ENGLISH EDUCATION SYSTEM	8
David Parkes Staff Tutor, Coombe Lodge	
THE GERMAN EDUCATIONAL SYSTEMS	12
Clive Hopes Department of Law and Administration Deutsches Institut Für Internationale Pädagogische Forschung	
CURRENT PROGRAMMES IN EDUCATION MANAGEMENT IN THE UNITED KINGDOM	15
David Parkes Staff Tutor, Coombe Lodge	
SUMMARY OF CURRENT EDUCATION MANAGEMENT PROGRAMMES IN THE FEDERAL REPUBLIC OF GERMANY	18
Clive Hopes Department of Law and Administration Deutsches Institut Für Internationale Pädagogische Forschung	
POSITION PAPERS ON TRAINING NEEDS AND PROVISION IN ENGLAND AND GERMANY	25
English Position Papers	27
German Position Papers	54
TRAINING NEEDS NOTED IN POSITION PAPERS	93
Analysed by Dr K Smith Visiting Fellow, Department of Education Management, Sheffield City Polytechnic	

FOREWORD

DAVID PARKES
STAFF TUTOR, COOMBE LODGE

Training in educational management has only a recent history in the Federal Republic of Germany, a slightly longer one in the United Kingdom. Current British provision is long in variety but short in co-ordination; conversely the West German approach is well integrated within regulatory structures but open, still, to question in terms of content and method.

The papers in this publication attempt three objectives:

1. To outline current provision in both countries within the context* of their separate education systems;
2. To attempt a comparison of perceived practitioner training needs against training provision;
3. To extrapolate common problems and trends in a two-nation context.

Regional administrators, institutional leaders and management trainers - from both systems - were asked to write position papers responding to common questionnaires. These papers, which identify training needs and provision, form the core of this publication.

The participants from both countries met for a week at Coombe Lodge to develop further the comparative issues which throw light on problems in national contexts. The conclusions of this exercise are briefly reported here. External comment on the position papers provides an interface between the nitty-gritty of practitioner perception and the rationale of professional responses.

- * Full descriptions of the English and German educational systems can be found in Comparative Papers in Further Education, Coombe Lodge, 1979. They are:

No.3 : The FE System of England and Wales

No.4 : The German Vocational Educational System

WHY TRAIN IN EDUCATION MANAGEMENT?

GORDON WHEELER
DIRECTOR, COOMBE LODGE

'The web of this world is woven of necessity and chance. Woe to him who has accustomed himself from his youth up to find something capricious in what is necessary and who would ascribe something like reason to chance and make a religion of surrendering to it.'

Goethe

The manager's mission has been identified by Professor Revans in the following terms:

'That he secures the most up-to-date, complete and reliable information he can; that the fund of the past experience against which he interprets this recent information is both readily available to him and interpreted in a reliable perspective; that he uses his interpretations to anticipate what is likely to happen, for in the world of change the manager must learn to be a good anticipator.'

However, Professor Revans goes on to suggest that most of our knowledge of present situations is inadequate, the perceptions of our past experiences are usually unrealistic and our expectations of the future are usually misconceived. He therefore suggests that we should discover with more certainty what we actually know (or think we know, or ought to know) and discover what this knowledge means to us as managers and how we interpret it against the wider values of our own systems. Given this meaning, how do we propose to use our knowledge to define and solve our problems?

It seems to me that in education we are in a similar position to that of airlines. Airlines - by selling exotic destinations - are also selling the feeling of adventure and excitement, but at the same time they raise passengers' unconscious anxieties about their journey. The airlines have to manage anxiety which is heightened as soon as predictability disappears. The process of managing education - and therefore the training of educational managers - is more complex than ever because predictability has disappeared. We face changes in curriculum, in clientele, in the level of resourcing, in internal relationships, in our purposes, in learning methodology, in peer arrangements, and insofar as the charismatic authoritarian basis for decision making has disappeared, we face changes in ourselves. We face changes in foreseeability.

If you are a manager you have to be sufficiently optimistic to believe that you can solve - or at least weather - the problems arising from these changes. If you are a trainer of educational managers you have to be even more optimistic and believe that you can actually help people solve these problems. This means you must know the answers before they do.

We need training in management because the tasks and problems that face us require approaches beyond our educationalists' present state of skills. We may need training in education management merely to indicate that we have been given a seal of approval - a certificate - by being trained. And we need training in management because the problems we face are beyond those which native wit and commonsense can cope with.

So - what can we do? I think we should start by trying to reduce the task of management. We can either reduce the number of tasks to be managed or the number of interactions or we can increase the amount of central direction by saying what to do and how to do it.

Recently, as a member of a national committee concerned with the training of educational managers, I was unsuccessful in convincing my colleagues that the first thing needed was to reduce the stupidities within the educational system so that the amount of training could be less. There were many among the trainers who delighted in the complexities and eccentricities of our system since it gave them much more training to do than would otherwise have been necessary.

If we cannot hope for the task of management to be made easier so that most of us can do it without training, then we must identify lists of training needs. My list is as follows:

1. Make sure that our educational managers have minimum skills.
2. Provide basic knowledge to ensure that good use is made of support services.
3. Ensure that changes are logistically valid and associated with training.
4. Train educational administrators to recognise role overload or confusion.
5. Rotate jobs to create specific experience.
6. Make certain that people fully understand procedures needed to achieve readily identified ends.
7. Train people to make use of bureaucracy. Bureaucracy is often condemned because its proper operation is misunderstood.
8. Educational administrators need to have their confidence promoted before training. Training can then develop that confidence. Training should result in a feeling of

confidence, not a feeling of failure.

9. We need training in educational administration right across the board. By training our colleagues we can ensure that the managed are actually manageable.
10. Training should provide opportunities for those of us in educational administration who have lost our confidence and capacity to manage to be re-trained to take up some useful occupation instead of staying to mis-manage our institutions.

I think too that the process of educational management training should differentiate among the levels and activities and should not assume that the same approaches are appropriate to all levels and all functions.

Then too we have to think about the manager as an individual as well as about the post he fills. Many who manage educational institutions are under great stress at the present time. Yet in the British system very little is done by way of training or counselling on how to cope with the stresses of management.

Agencies such as the Advisory Committee on the Supply and Training of Teachers, the Council for National Academic Awards, regional management centres, universities, local authorities, the National Foundation for Educational Research - each has in its own way indicated the need for the training of educationalists as managers.

There is also a wide range of international bodies which have indicated the questions that need to be answered. The Commonwealth Council for Educational Administration has indicated the need for training in educational management for the past 20 years, particularly in Third World countries where aspirations are not matched by resources. OECD has stimulated the production of a range of studies on educational administration which are not often referred to in Britain as they so clearly identify our inadequacies.

Looking to other European countries, we see the Swedish concern with the problem of relating educational institutions to local communities, the Norwegian concern with eradicating the barriers between different types of educational institutions. Denmark is trying to look towards the 21st century while the French constantly concern themselves with their many types of institutions. The list is almost endless. There is ample evidence that problems abound to which answers are not readily available. The theory is that management training can help to find answers.

We also have the creation of acknowledged ignorance. The literature concerning the processes of education expands constantly. We have research studies which throw light on the way we might

organise our institutions, but we have failures all around us in the administration of education.

All of which brings us back to fundamentals. What do we have? We have students - people who want to learn; we have a mass of knowledge and skills; we have a variety of learning capacities among the students and a variety of teaching abilities among the teachers; we have time - the educational process occupies most Western Europeans for 10-15 years of their lives. Not it seems most unlikely to me that simply by throwing together students, knowledge, learning capacities, staff and time, that the optimum in inter-relationship among those variables will be achieved naturally. If we believe that to be the case, we deny the existence of the educative process.

A pessimistic view of the situation is that we are as uncontributive to the process of educational administration as are academics to the nature of music, or art, that we have joined the cacophony of commentators who are seemingly characteristic of human activity. If we are optimistic, we should remind ourselves of a few of the reasons for the growth of the study of educational administration on such a world-wide basis and the implications for us as teachers. We should note that the growth has been contemporaneous to our growing awareness of an environmental ignorance. We should note that education in the last half-century has ceased to be regarded as an elitist activity. It is something, together with good health and good food, which has come to be regarded as a right. It may be worth noting that in other areas of human activity, eg. the arts, sport and even government, concern with administration grows as patronage and privilege decline. As systematic provision replaces philanthropic courtly encouragement, demands for management and administration grow. The total growth in our knowledge and skills of all kinds, increases the problems of managerial choice. There is decision, therefore, not only in what the process of education is about or what the curriculum or the particular syllabus shall be, but also in the choice of what collection of resources and technology shall be applied to the educational process and what particular limitations shall be placed upon what the educator is attempting to do.

The existence of a general resource problem, ie. a general economic problem, leads to the attitude which may now have become instinctive in economic man, that better use of resources must result from more effective administration, and since resources seem to be inevitably scarce or squandered, an increase in managerial or administrative competence and activity is clearly critical.

I will end by quoting from a recently published OECD report called *Facing the Future* and with the delightful sub-title, *Mastering the Probable and Managing the Unpredictable*. This report, which is about the world's future, says:

'An education system is the chief element of modern democratic society. In a world of growing inter-dependence a knowledge of

foreign countries, different cultures and other languages is as crucial for continental nations like the USA as the small OECD countries. Furthermore, in societies where the challenges of the future are liable to be political, economic and social, it is probably necessary to think again about how to combine the sound and concise technical training that international competition demands with the outward orientation necessary for the citizen of a democratic country.'

If you agree with nothing else I have said, I hope you will agree that we need to train and help people who are managing education if that particular objective has any hope of being achieved.

AN INTRODUCTION TO THE ENGLISH EDUCATION SYSTEM

DAVID PARKES
STAFF TUTOR, COOMBE LODGE

The United Kingdom has three systems of education: one for England and Wales, one for Northern Ireland and one for Scotland. I shall concentrate on the system of England and Wales which is possibly the most difficult to comprehend of all the systems within the European Economic Community. It seems to me that it is possible to grasp the essential elements of the French, Italian and Belgian structures within a few hours. Over a day it is possible to come to terms with the relations in Germany among the Länder, the Kultusministerkonferenz, and the Bundesministerium. But after more than a decade of working with the English and Welsh version I still have difficulty in describing it in terms comprehensible to Cartesian logic or Kantian reason.

It is a highly devolved system which trades a certain amount of political stability for an enormous lack of co-ordination. In very simple terms, the balance of powers between central government, local government and institutions is distributed in such a way as to give considerable powers of decision to the 105 local authorities in the English and Welsh system. These powers are less than those of the German Länder, but the significant feature of the English system is that it gives considerable managerial control of internal organisation, staffing and curriculum to the school or college.

I will briefly outline the main powers of central government, local government and institutions. Basically, central government prepares legislation and advises ministers. It approves the establishment of schools and colleges and changes in the main structure. It maintains records, collects and spreads information, promotes new school design, recognises teachers' qualifications, and inspects schools and colleges. It does *not* own schools, pay teachers, determine the curriculum, syllabus and methods of teaching or publish textbooks, set or mark examinations. The functions of the 105 local authorities include the planning, organisation and development of primary, secondary, further and higher education. Local authorities provide schools, colleges and equipment. They employ teachers and administrative staff and they may also provide in-service training. The local authority does not impose the curriculum, syllabuses, methods, teaching materials or examinations.

At the school level - in conjunction with the local education authority - the headteacher decides on the curriculum, syllabus, materials and equipment used. Heads and teachers are responsible for the internal organisation of the school. This includes considerable say over staff appointments (although it is

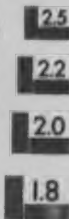
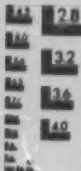
the local authority which appoints staff), for the timetable, for the choice of examining bodies, and for teaching methods.

There is a continuing dialogue between local authority politicians and officials and schools over where the exact balance of power lies on certain decisions. However, what I wish to emphasise is that the formulation and the implementation of policy is as significant a feature within the school as within the local authority. Headteachers and principals of further education colleges are managers who handle large budgets and large resources. But within the interaction between local authorities and headteachers, and between headteacher and staff within the school, there is always the difficult question: who decides what at the level of the institution? We run numerous conferences at Coombe Lodge for different levels of staff. When we run conferences for local education officers they are clear who is responsible, when we run conferences for principals they are clear who is responsible, when we run conferences for politicians they are equally clear and when we run conferences for junior staff they too are clear. I employ a paradox to make this lack of clarity clear.

The chart on page 11 illustrates my point. It shows some of the constraints - local authority, government, parental, educational, political - that bear down on an institution and its head in a decision-making context. It includes the problems of dealing with non-teaching staff, with parents, with government policy, with the unions, with other headteachers, with health and safety at work, and even with some of the implications of the Common Market. Then we have another range of pressures on the headteacher: local politicians, problems of curriculum development for which they are responsible, regulations, the intervention of governing body or committee, educational reports and the reports of external bodies such as the Schools Council. When one puts these together one can identify the complexity within which the process of policy making lies.

In fact:

1. The English educational system is not so much co-ordinated from central government as held together by what Gordon Wheeler, the Director of Coombe Lodge, calls 'Sentinels' - totem poles around which the only relatively autonomous local authorities and institutions have to arrange themselves: for example, the examining bodies and the Schools Council. These have to be taken into account as policy influencing agents. The list is similar to that shown in the chart on page 11.
2. The educational institutions themselves have significant freedoms concerned with curriculum, staffing and organisational matters. Local authorities can only exercise relative influence and partial control.

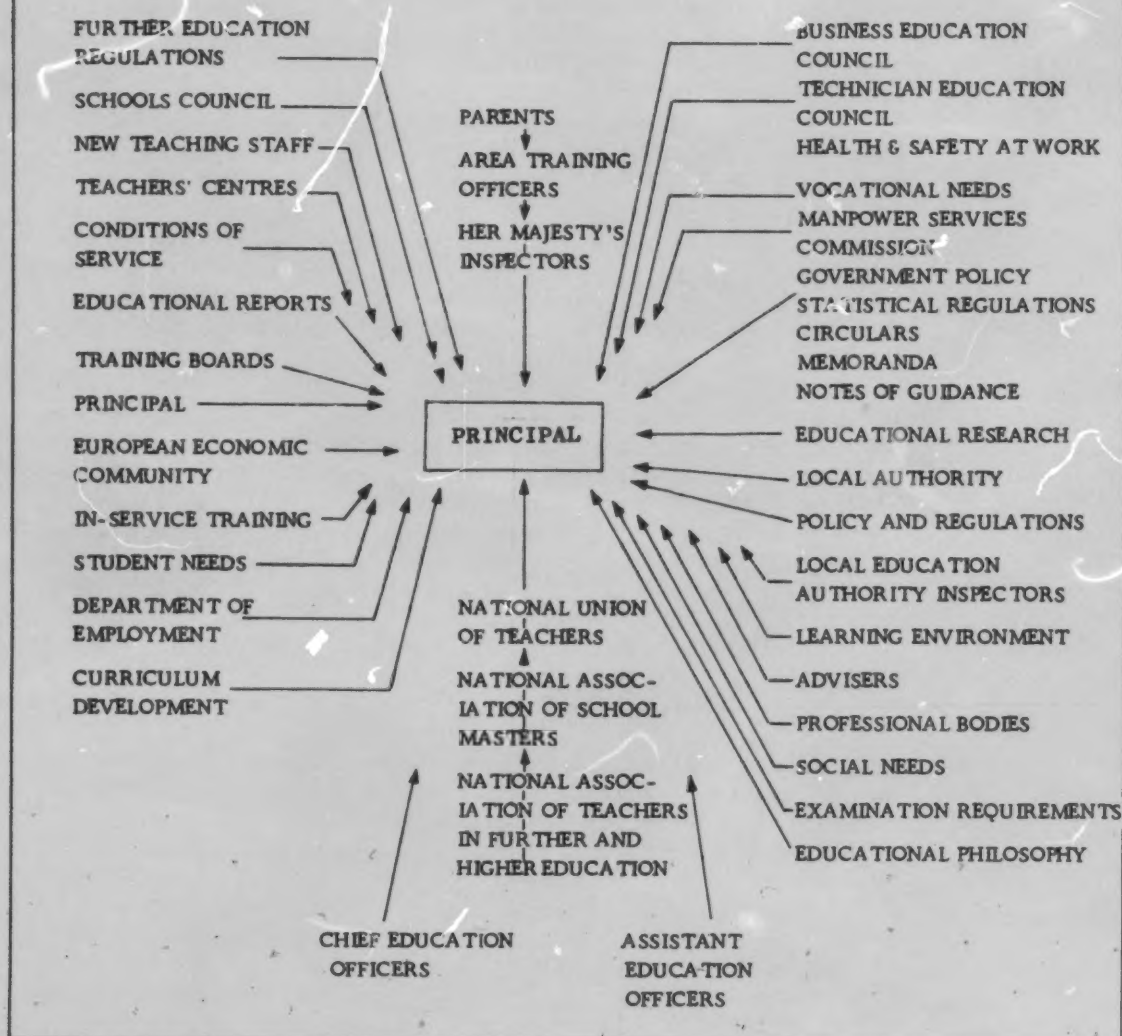


MICROCOPY RESOLUTION TEST CHART
NATIONAL BUREAU OF STANDARDS
STANDARD REFERENCE MATERIAL 1010a
(ANSI and ISO TEST CHART No. 2)

3. Since local authority reorganisation in 1974, local politicians - who actually have the responsibility for broad policy determination - have been increasingly unwilling to be over-influenced by their own officers.

Whatever the polar differences between the English and more centralised European systems, these problems seem to me to be common ones. The Germans will be equally familiar with the complex negotiations among Länder, KMK, and the Federal Republic.

Table i



THE GERMAN EDUCATIONAL SYSTEMS

CLIVE HOPES

DEPARTMENT OF LAW AND ADMINISTRATION,
DEUTSCHES INSTITUT FÜR INTERNATIONALE PÄDAGOGISCHE FORSCHUNG

The Federal Republic of Germany is a federation of eight states (Länder) and two city-states (Hamburg, Bremen). West Berlin has a special status. The Federal Ministry of Education and Science (Bundesministerium für Bildung und Wissenschaft) has limited responsibilities, including support for scientific research, university planning and development, defining a framework of provisions for general principles in the higher education sector, and student aid.

For the most part the states are responsible for educational matters and each State has its own Ministry of Education. The Federal-State-Commission for Educational Planning and Advancement of Research (Bund-Länder-Kommission für Bildungsplanung und Forschungsförderung) has responsibility for nation-wide planning. The States work together in the Standing Conference of Ministers of Education and Cultural Affairs (Ständige Konferenz der Kultusminister der Länder in der Bundesrepublik Deutschland), but decisions by this Conference only become effective in a State after the legislature of that State has enacted the appropriate laws.

Most school systems in the Federal Republic are similar, but not identical. In 1973 the Federal State Commission worked out a General Plan for Education (Bildungsgesamtplan) which established the framework for co-ordinated development of the entire educational system of the States up to the year 1985¹. In 1978 the Federal Government (social democratic-liberal coalition) issued a report criticising the slowness in co-ordinated development by the States². Yet even in the original Plan there were signs that overall agreement in direction had not been reached³. The current discrepancies in patterns of education found in various states are largely due to diverging political and pedagogical approaches to the organisation of schools. The Federal Government has recently shown signs of interest in strengthening the Federal role in education - a challenge which is likely to be resisted by the States.

The administration of education is composed of three levels in a State - the Ministry of Education and Culture, the District Government at the middle level and the Municipal or Communal school administration.

Schools at the secondary level are traditionally still divided vertically into vocational training schools (Berufsschulen), general academic schools (Gymnasien), semi-academic schools (Realschulen), and common schools (Hauptschulen). In the Federal Republic of Germany only about three per cent of pupils

are in comprehensive schools (Gesamtschulen), which are experimental⁴.

The types and degrees of reform found in various States depend on the political party traditionally in power in a State, but interest in the development of training programmes for principals of schools has not been limited to Ministries of Education with the same political bias. This is not to say that their intentions are the same. It could be that the purpose of encouraging a training programme is to develop more effective principals of institutions capable of carrying out the instructions of a directive ministry. (This can perhaps be illustrated anecdotally. The writer was once confronted with the following question and statement from a junior administrator - promoted from the school system - in a Ministry of Education: 'Why do you include 'Decision-Making' in the syllabus for principals? We make the decisions here'.)

On the other hand the purpose might be to develop qualities of leadership enabling the institution to function more effectively without the necessity of close supervision and administration from above. These different attitudes do affect the choice of experimental model projects by a State Ministry of Education and even the degree of development of particular topics covered in some models.

REFERENCES

1. Bund-Länder-Kommision für Bildungsplanung: 'Bildungsgesamtplan'. Stuttgart Klett 1973. (General Plan for the Educational System)
2. Bundesministerium für Bildung und Wissenschaft: 'Bericht der Bundesregierung über die strukturellen Probleme des föderativen Bildungssystem'. Bonn, EMBW. 1978. (Federal Government's Report on the Structural Problems of the Federative School System).
3. The Ministers of Education of the right-wing governments of Baden-Württemberg, Bavaria, Rhineland-Palatinate, Saarland and Schleswig-Holstein made special separate statements within the report about their alternative preferences for:
 - co-operative instead of integrated comprehensive schools
 - differentiated teacher training for the vertically - divided schools system instead of training teachers for different levels of schooling
 - the orientation stage of schooling - school year levels 5 and 6 - to be carried out in the different school types instead of in an undifferentiated school for these levels.
4. A full state-by-state analysis is given in: Clive Hopes 'Educational Administration in the Federal Republic of Germany and the Professional Development of School

Administrators', a paper presented at the Fourth International
Intervisitation Program in Educational Administration in
Canada, May 1978, and is available from the author.

CURRENT PROGRAMMES IN EDUCATION MANAGEMENT IN THE UNITED KINGDOM

DAVID PARKES
STAFF TUTOR, COOMBE LODGE

Provision for education management training in the United Kingdom is confused. There is no obligatory formal requirement for certification for those who hold senior posts in educational management. There is some validation of courses offered at the higher education end of the spectrum, i.e. CNAAs degrees and diplomas in management.

Some control of advanced courses is exercised by regional and central government, but there is such a complex proliferation of courses in education management that the Department of Education and Science has had to set up a special research project in an attempt to discover who is offering what, where and when. All this is, of course, symptomatic of the diffuse control of education in this country.

Debates on the content of programmes - whether long or short - follow the normal problematic analysis. For example, there is a debate as to whether education management training should be industrially based or administratively based. UK programmes tend to have developed from American and industrial models rather than from the more administrative tradition current in the rest of Europe. Management is not a discipline but a set of problems to which various disciplines are applied. There is a continuing debate as to whether the management of education is a separate territory from management problems in general. A further problem arises from looking at demands: should we offer what the customer wants and needs or what the trainer feels the customer ought to have.

The context in which educational management programmes take place varies in the sense that, for example, here at the Further Education Staff College we have a specialist institution concerned solely with further education, but there are also educational management programmes provided in a local government context or within college departments concerned primarily with industrial and commercial management.

A range of sample institutions would include the Open University which offers a distance learning package on educational management in schools which is part of either a degree course or a short post-experience course. Universities offer masters and doctoral programmes in educational management on a full or part time basis. Polytechnics offer masters degree and diploma programmes as well as short courses. Garnett College runs a diploma course in educational management for further education. After these there is a proliferation of other institutions which provide various types of short course in educational management, either across educational sectors or

within particular narrow sectors.

The British Educational Administration Society attempts to bring together practitioners, academics and researchers who wish to discuss common problems. The latter is connected with the European Forum for Educational Administration which is attempting to bring together similar societies in a number of West European countries (one has already been formed in Germany and another in France).

The proliferation of provision demonstrates an enormous need which is related to the complexity of the management of British institutions. Because we delegate so many decisions to our institutions, we have a great range of staff at the middle management level. Having imposed this burden upon ourselves we then require management training and staff development as a sort of remedial provision.

If this view seems too cynical, I offer the county of Avon as an illustration (not in any pejorative sense but as illustrative of the national scene). Avon is one of the 105 or so local authorities in England and Wales. Within Avon there is the University of Bristol which has a masters degree in educational planning. It also offers local headmasters of both primary and secondary schools an enormous range of part time courses in areas such as the management of primary schools, middle-management, management for heads of departments, interviewing techniques, staff development, etc. Bristol Polytechnic, which is controlled by the local authority, has a part time, two-year diploma course in educational management covering the primary, secondary, further and higher education sectors. So the local authority has the problem of whether to send its staff on university or polytechnic courses. But that is merely the beginning of the problem. One of the technical colleges in Avon also offers courses in educational management. The local authority may not be altogether happy that its own college should run these courses, but the politics of institutional autonomy make it difficult to intervene.

There are also a number of teachers' centres in Avon which cater for the in-service training needs of those in primary and secondary schools. They, too, run competing short courses in educational management. The authority's inspectors and administrators run their own courses and Avon is currently considering setting up its own staff college to train senior staff in educational management.

Individual schools - particularly at secondary level - run their own staff development programmes which include management development programmes.

Avon does, in fact, have a committee which was set up to co-ordinate the provision of educational management within its borders. There is also a co-ordinating committee for all courses in the south west area.

In giving this list, I am not attacking this particular local authority. I merely put it forward as an instance of the proliferation of relatively unco-ordinated provision which exists

in a similar way throughout the country. In short, we do a great deal but we are unsure what it is that we actually do.

SUMMARY OF CURRENT EDUCATION MANAGEMENT PROGRAMMES IN THE FEDERAL REPUBLIC OF GERMANY

CLIVE HOPES

DEPARTMENT OF LAW AND ADMINISTRATION

DEUTSCHES INSTITUT FÜR INTERNATIONALE PÄDAGOGISCHE FORSCHUNG

PROFESSIONAL DEVELOPMENT IN EDUCATIONAL MANAGEMENT PREPARATION AND TRAINING

Professional development refers to any activity which is directly related to attempting to improve the competence of a person by giving him or her specific opportunity to come to terms with a new set of responsibilities, which are other than those for which he or she was originally trained. The word 'preparation' will be used to refer to any form of professional development which is given to prepare a person for a particular duty or office *before* they take up that duty or office. 'Training' refers to professional development for someone who already has a particular duty or holds an office.

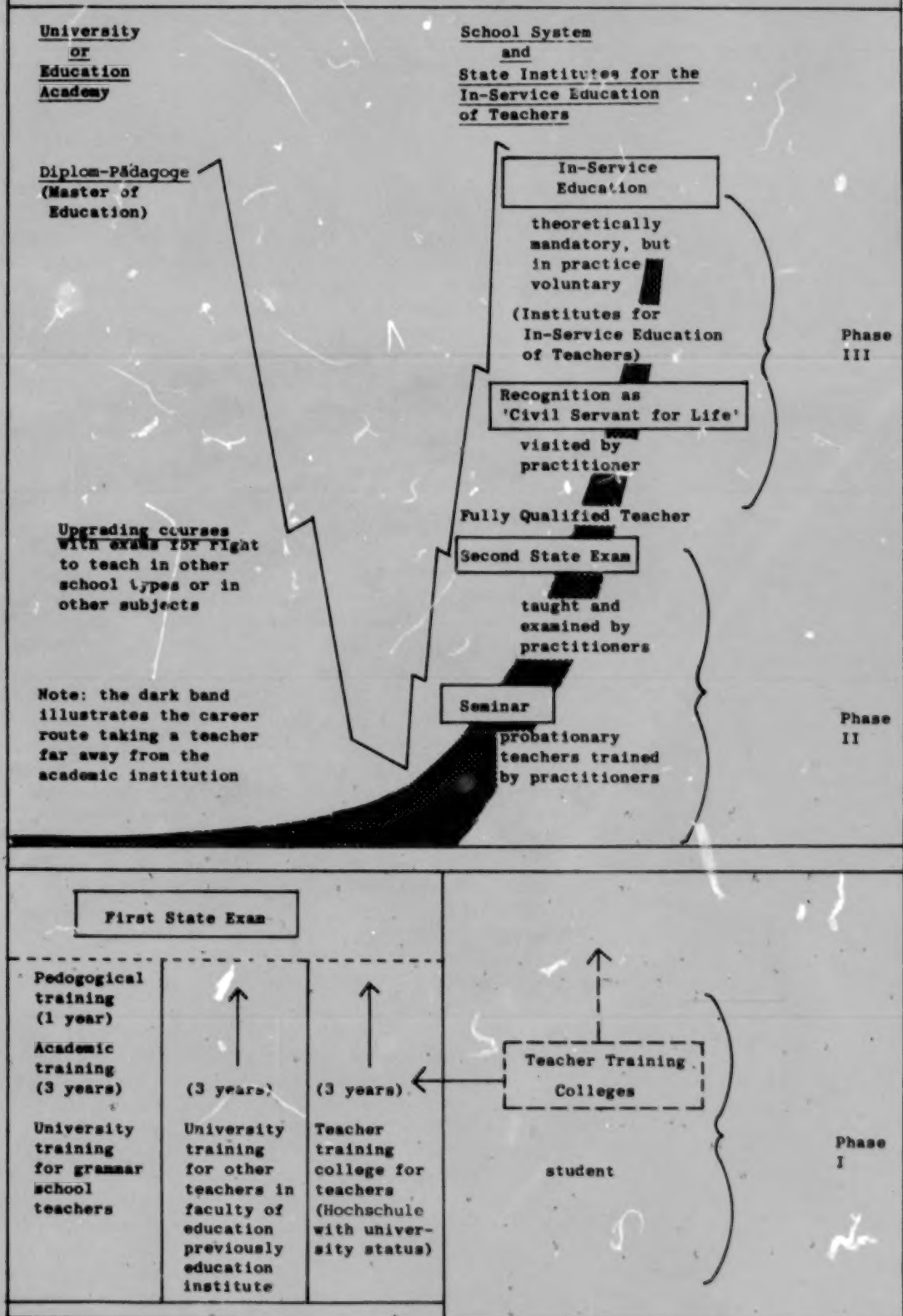
THE BACKGROUND FOR PREPARATION AND TRAINING

Teacher training and professional development of teachers can be seen in three phases (see diagram 1 on page 19). Students preparing to be teachers study either in an academy of education (Erziehungswissenschaftliche Hochschule) with university status, or in the faculty of education of a university. (The former teacher training colleges were either integrated with the universities or given new status comparable with universities after reforms in the late 1960s and 1970s). Students study for six or eight terms - a minimum of three to four years reckoning in the half-yearly semester system - depending on the type of school for which they are preparing to qualify. They are instructed and examined by academics who are outside the school system, although it should be noted that a very small minority *may* be former teachers. This first phase ends with the First State Examination and the successful student can then apply to become a probationary teacher.

When he is assigned to a school, it is mandatory for him to continue studying - part time or a 'block' system - towards his Second State Examination under the supervision of practitioners who examine the candidate at the end of this phase. A successful probationary teacher then becomes fully qualified and after a year or two is visited by a school supervision officer who will testify to the teacher's suitability to be made a civil servant for life.

The third phase is that further training which is provided by an Institute for the In-Service Education of Teachers (Lehrerfortbildungsinstitut), an institution run by the Ministry responsible for schools. The purpose is to provide

Diagram 1 : Illustration of the cleft between tertiary academic institutions and institutes for the in-service education of teachers



opportunities for qualified teachers to have refresher courses, learn new methods and techniques, and to keep up-to-date in their field. It should be stressed that these institutes usually run subject courses for teachers. It is only in recent years that experimental courses for principals in office has been offered in educational administration.

In some States, according to regulations, it is mandatory for teachers to have further professional development of at least one week's duration, every four or five years. In practice it is difficult to enforce. Indeed, it would be difficult for these institutes to take all eligible teachers on purely logistical grounds. As courses are only offered during term time and not during week-ends or holidays, the absence of a teachers 'on course' provides problems for a principal and pupils through lost instruction in school. (Substitution teaching by colleagues can only be effected on a limited scale and a system using a pool of external substitute teachers is non-existent. In case of staff illness or absence on training courses, pupils are sometimes sent home or lose a lesson between other lessons.)

A teacher will rarely return to a university or education academy after his First State Examination. (1. Staatsexam) One exception is when a teacher wishes to teach a subject other than that in which he or she is currently qualified to teach. Then the teacher may take additional courses. Another exception is when a teacher wishes to become qualified to teach in a different type of school than that in which he is currently qualified, e.g. from primary and common school (Grund- und Hauptschule) to the non-academic secondary school (Realschule). It is far more unlikely that he or she will study for an academic degree such as Master of Education (Diplom-Pädagoge).

There are various reasons for this situation. The master-level degree (Diplom) is generally a qualification achieved by students *before* they start their career. It is hardly looked upon as a means for professional development for a teacher already qualified through the Second State Examinations (2. Staatsexam), which has the same status as the master-level degree (Diplom).

The degree is regarded as too academic and of little relevance for the practising teacher. Indeed, a teacher who may be interested in following further academic studies will be permitted to do so by the school authorities with the grave warning that the permission is conditional on the studies not being detrimental to the teacher's effectiveness as a teacher - a rather negative incentive which assumes that the studies could encroach on the teacher's time for lesson preparation, but could hardly contribute to better lessons!

There are other constraints. There is no tradition or strong feeling about the concept of life-long learning in the Federal Republic of Germany. On the contrary, there is a strong counter-tradition which tends to reinforce the notion that once one has qualified and possesses a specific certificate one is *qualified for life*. Further qualifications are regarded as

unnecessary. In fact, as it is students who study for the Diplom, a qualified teacher might regard a return to studies as beneath his dignity.

Even more important is the fact that education is the sole responsibility of the 'State' and therefore everything to do with schooling comes under the absolute control of the Ministry of Education. Teachers and principals being outside the 'authority' of the university may not be offered further professional training by that institution. The only legitimate authority is the Institute for the In-Service Education of Teachers (Lehrerfortbildungsinstitut) as a subordinate institution of the Ministry of Education.

CAREER PATTERNS OF PERSONS HOLDING POSITIONS OF RESPONSIBILITY (FUNKTIONSTRÄGER)

Heads of Department (Fachbereichsleiter)

Educational management and administration as a separate occupation and additional responsibility is a very poorly developed - or indeed absent - concept in the school system. Unlike his British or North American namesake, the head of department (Fachbereichsleiter) has very little responsibility and has little or no reward - possibly a lesson per week free, but no financial gain. He is rather the secretary of the department of subject teachers, not even primus inter pares. It is a function demanding little responsibility for departmental development, an activity which would alarm his colleagues as threatening their freedom as much as it would alarm British teachers if their heads of department did nothing. In spite of the relative unimportance of this function, it is still sometimes the route to an administrative position as deputy head or principal, although both those positions can be reached directly from the ranks of teachers.

THE SEMINAR

Another route to the principalship is through the Seminar. Probationary teachers in their second phase of training working towards the Second State Examination (2. Staatsexam) are supervised, instructed and examined by practitioners. Within one schools area a number of specialist teachers will be appointed as being expert teachers to train the probationers. These experts are called Fachleiter. They are selected on their competence - as observed by school supervision officers (Schulaufsichtsbeamte) - to teach well, but not, however, on their ability to teach how to teach. (It is assumed that these two dimensions are complementary.) The Seminar, as an organisation of Subject Specialist Teachers (Fachleiter) is headed by the Seminarleiter. In some cases a Fachleiter, or a Seminarleiter, is appointed to the principalship as a consequence of his activity and interest in the training of teachers. A Fachleiter or Seminarleiter might even be appointed directly to the position of Schools Supervision Officer (Schulaufsichtsbeamte) without experience as a principal.

His expertise, as learned through experience, is regarded as useful in the position, because of his role in observing and examining probationary teachers. An overview of routes to positions of responsibility is provided in diagram 2 (on page 23).

THE FALLACY OF 'QUALIFICATION BY EXPERIENCE' AND THE NEED FOR DIFFERENTIATED PROFESSIONAL DEVELOPMENT

Most principals will admit that when they were appointed to the position they had had some relevant experience but nevertheless many new duties were thrust upon them. They had to overcome the difficulties as best they could by their own ingenuity, asking other principals, referring problems up to the next level of administration or discussing the matter with the local schools supervision officer. It seems inexcusable that there is no form of induction available for new principals. Practitioners do not respond easily to a challenge about the way principals and inspectors are appointed as they themselves were selected by the same methods. In some cases, an aspect of the selection process expects natural abilities, which have not been trained, such as the evaluation of a lesson of another colleague. This technique is applied even though this activity is not expected of him in his duties.

In some cases the candidate may not criticise this element of the selection procedure because he has had experience in the Seminar of evaluating probationary teachers. On pressing the matter further, it is clear that the teacher-instructors in the Seminar also have no preparation for the task as a specialised activity. When the uneasiness of this confession is overcome it is sometimes admitted that in a particular Seminar the affected experienced teachers are aware of the problem and attempt to solve it by establishing a type of in-service training programme for themselves.

As has already been shown, it is possible for some inspectors to be appointed without having had experience in the Seminar. They are totally without formal preparation for the task of evaluating teachers.

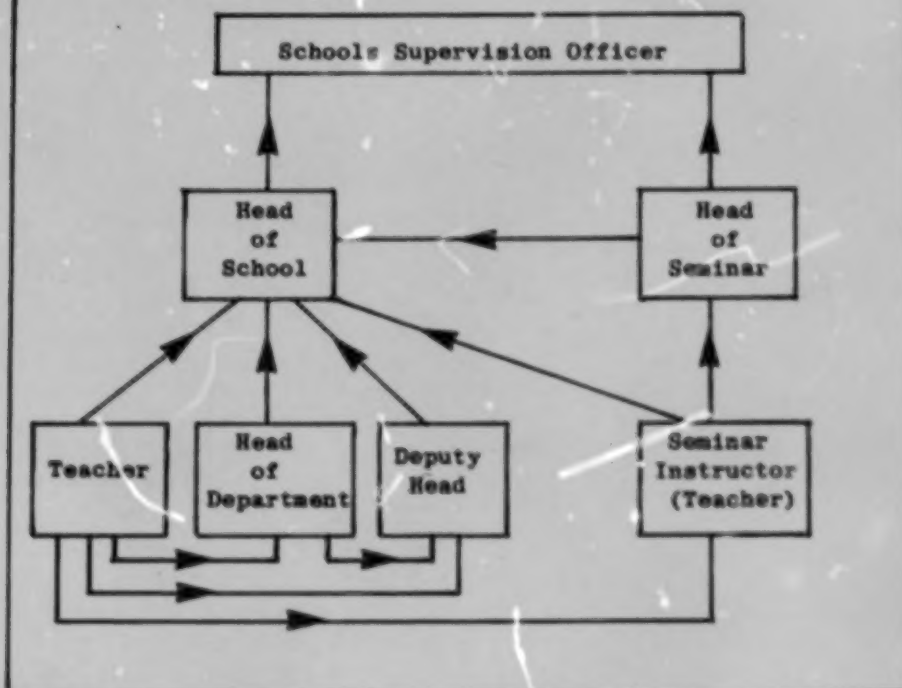
In both these examples, at some stage in their careers the administrators have entered an activity without experience and have had to pick up their 'expertise'. Each person is then having to learn anew, instead of having had professional guidance through the science of the skill, the rich contribution of experienced administrators and, above all, *practice* in the skill before they are appointed.

FORMS OF TRAINING

Exchange of Experience

In some States regional meetings for principals are arranged within the scope of further professional development. The themes discussed are not pre-structured and are usually decided spontaneously. In Rheinland-Pfalz there is a long tradition of informal meetings of principals; in Hessen regional meetings

Diagram 2 Career patterns in positions of responsibility and the need for differentiated professional development.



for those involved in training programmes are arranged at the Central Institute for the Further Professional Development of Teachers.

The general aim of this type of meeting is for an exchange of experiences through discussion.

Short Courses or Seminars

Structured information sessions on new organisation or re-organisation in the system are occasionally initiated by the Ministry or regional educational authorities. Short courses on education law are offered to teachers and principals on a limited basis. It is also possible for teachers to arrange seminars on an auto-didactic basis.

Correspondence Courses

Rheinland-Pfalz has had experience with correspondence courses on particular aspects of school management. Local centres for tutorials were established for participant correspondents to come together to discuss their work.

Degree Courses at Education Colleges

Some courses are offered in educational management, administration and school organisation as *partial* qualification towards a master's degree in education. The content of these courses depends very much on the lecturers' interests and previous qualifications. Hardly any of the lecturers have had experience as teachers, principals or inspectors in schools or as administrators.

In-Service Education of Teachers

The Institutes for the In-Service Education of Teachers offer a few courses for new principals with two or three years' experience. However, the facilities of these institutes are limited. Courses are offered for the whole range of teaching activities for all teachers. Those courses offered to principals and inspectors can be only a small part of a heavy commitment by the institutes to provide a broad coverage. There are limitations due to insufficient space, budgetary considerations and a shortage of qualified - and willing - instructors. Details of these programmes can be found in the German position papers.

POSITION PAPERS ON TRAINING NEEDS AND PROVISION
IN ENGLAND AND GERMANY

Members of the conference were asked to submit position papers responding to the questionnaire below. The classification of the questions reflects the German system rather more than the English but divides the response into the following categories:

REGIONAL ADMINISTRATION

SCHOOL HEADS

TEACHER TRAINERS

MINISTRY OF EDUCATION, REGIONAL GOVERNMENT OFFICE,
LOCAL SCHOOLS OFFICE

What training would have helped you in your present job before you took up the position?

What training would help you at the present time?

What training is offered to you at the present time?

What do you perceive to be the training needs of your subordinates? (Inspectors or principals).

In selecting principals what skills are you looking for and how do you set about identifying those skills in potential candidates?

What do you do to set about improving those skills through training schemes for others?

How do you evaluate principals?

SCHOOL PRINCIPALS

What training would have helped you in your present job before you took up the position?

What training would help you at the present time?

What training is offered to you at the present time?

What do you perceive to be the training needs of your superiors (inspectors)?

When you were selected to be principal what skills were the selectors looking for in you?

How were these skills identified?

How are you evaluated by your superiors?

TRAINERS IN EDUCATIONAL MANAGEMENT FROM STATE INSTITUTES FOR THE FURTHER PROFESSIONAL DEVELOPMENT OF TEACHERS

How do you diagnose and fulfil the needs for education management training?

How do you determine the needs of the client?

How do you evaluate the outcomes of your programmes?

What is being offered in educational management training at your institution?

How do you justify the programmes you offer?

What constraints do you have in offering training courses?

ACADEMICS WITH EXPERIENCE IN THE TEACHING OF EDUCATIONAL MANAGEMENT

How do you diagnose and fulfil the needs for education management training?

How do you determine the needs of the client?

How do you evaluate the outcomes of your programmes?

What courses do you offer in educational management?

How do you justify the programmes you offer?

MANAGEMENT TRAINING FOR EDUCATION STAFF:
ENGLISH POSITION PAPERS

INTRODUCTION

28

Professor Ron Glatter
Department of Educational Administration,
The Open University

REGIONAL ADMINISTRATION

31

James McCutcheon
Secretary to the Council, East Anglian Regional
Advisory Council

SCHOOL HEADS

33

D Mackenzie
Principal, West Nottingham College of Further
Education

Brian Gomes-da-Costa
Vice Principal, Robert Gordon's Institute of
Technology

J Talbot
Principal, Garnett College

H A Rees
Principal, Portsmouth College of Art,
Design and Further Education

Derek Campbell
Principal, Mid-Cheshire College of Further Education

TEACHER TRAINERS

46

Raymond Cowell
Dean of Faculty of Humanities, Sunderland Polytechnic

Roger H Mercer
Principal Lecturer, Department of Education Management,
Sheffield City Polytechnic

T C Lea
Senior Lecturer, Management Centre, Brighton Polytechnic

MANAGEMENT TRAINING FOR EDUCATION STAFF :
INTRODUCTION TO THE ENGLISH POSITION PAPERS

PROFESSOR RON GLATTER
DEPARTMENT OF EDUCATIONAL ADMINISTRATION,
THE OPEN UNIVERSITY

I have picked out the following four themes from the position papers:

1. The problem of matching training provision with clients' needs.
2. The problem of selection for institutional leadership.
3. The evaluation and support of institutional leaders.
4. Job mobility and movement as a form of management development.

I believe that training ought not to be viewed in isolation, but as one among many elements in a total system of professional development and support which includes evaluation, selection and rotation.

On the first point which arises from the papers, I was struck by the fact that the trainers have given glowing accounts of the comprehensiveness and client orientation of their provision. Clients, on the other hand, have told us how unsystematic and ill-coordinated this provision is. They can never find what they need when they need it. Several problems lurk beneath these conflicting perceptions. Firstly, in Britain we lack a national register of available courses. I think such a register is needed. Secondly, we have a tradition of self-sufficiency among the providing institutions. These include the DES, LEAs polytechnics, colleges and universities. No single institution, however impressive its offering, can cater for all needs. Much more needs to be provided and that provision must be more flexible in both content and duration. This is particularly true for very busy senior people. Coombe Lodge is a shining example of an institution based on the pattern of short courses. The paper by Roger Mercer describes the development of short courses in management training at Sheffield City Polytechnic.

On the second theme - selection for institutional leadership - I was glad to see that several of those who have written these papers showed no inhibition about criticising the procedures by which they themselves were appointed. They talk of the randomness of the selection procedures, the lack of agreed criteria, the concentration of confidential references and interviews. Occasionally, far more systematic procedures are used. One contributor describes experiencing a very sophisticated approach which included informal discussions with staff and students, problem solving in simulated role

play and in-tray exercises.

The Open University is conducting research into procedures used for appointing headmasters of secondary schools. We hope as a result of this DES sponsored project to be able to suggest a range of possible alternative methods for local authorities to consider when they decide whether and how to revise their appointment procedures. We are also looking at procedures in other countries and in other public services and in industry.

On the third point - evaluation and support of institutional leaders - it is interesting to see the different perceptions of the role of the institutional leader which come through in these papers. One writer stresses the leader's central task of dynamic political negotiation and entrepreneurship. Another paints a grim picture of how he believes he is evaluated by his superiors: 'By not rocking the boat, by not exceeding the budget, by deferential behaviour, by innovation in response to needs (theirs)'.

The questions raised by these two totally different views are firstly, how do you train people for the role of political management and negotiation? and secondly, is the institutional leader the manager of or managed by his environment? (In current managerial jargon, is he pro-active or re-active?)

There seems to be general agreement in the papers on the casual, impressionistic, unsystematic character of the evaluation of a leader's performance. One administrator says, 'It's negative. One waits to see what goes wrong'. Perhaps institutional leaders would prefer more continuous evaluation in order to have something against which to measure their own performance.

One contributor makes the remarkable claim that there are too few administrators and inspectors. He even suggests that there is serious under-staffing in many LEA offices. The political climate is hardly right for the rallying cry, 'We need more administrators, 'but I suspect that there are too few administrators to cope with the massive political and economic changes currently underway. I would like to see a comparative study on this. We may well need more sophisticated forms of support and consultation to counter the institutional leaders' feelings of isolation and lack of feedback. The topic of educational consultation is attracting growing interest in the United States.

A study of 40 school head teachers in northern England about three years ago showed their feelings of pressure and lack of external support from their superiors. Three representative quotes given to the interviewer on this study were as follows:

'The job of the headmaster will have its equivalent in industry done by several people.'

'No one cares an iota about heads until they have a coronary or a stroke.'

'This is the first time in my career that anybody has taken the trouble to ask about my personal wellbeing.'

Finally, the fourth topic I have picked out from the position papers - job mobility as a form of management development. One contributor says there should be more movement of staff between LEAs and institutions. One German paper in the section which follows says that inspectors should have short spells as school headteachers.

There could be much more movement across boundaries in Britain. School, college, LEA, DES, university - our system is very compartmentalised. There is little understanding of the perceptions and pressures of those in other areas. Movement as part of professional development is going to be increasingly necessary as promotion opportunities decline to a trickle. But will it happen?

One farsighted polytechnic lecturer suggested that there should be a voluntary national job exchange scheme for people on the same grades. Why do we need to be promoted in order to move? With so many people stuck on the promotion ladder, the whole question of morale is going to have to be considered and job exchange could be an answer.

I believe that schemes of job movement or rotation, temporary attachments, secondments, and so on are going to be essential to professional development in the coming years, both for management and for teaching roles.

LEA ADMINISTRATION

James McCutcheon
Secretary to the Council, East Anglian Regional
Advisory Council

What training would have helped you in your present job before you took up the position?

I do not believe that one can envisage the LEA administrator springing full-trained from Zeus' brow and a mixture of pre-service and in-service training would be desirable. Many, if not most, LEA officers are recruited directly from a teaching situation in which the opportunities to acquire or develop skills appropriate to the LEA officer's job may have been restricted. I should have found it helpful, for example, to have had operationally orientated training on selection, interview and evaluation techniques, including performance appraisal, on basic financial management, including the financial structure of local government, on basic statistical techniques and on decision making processes in local government, including relationships between elected members and officers. Although a certain amount of such training could have taken place prior to appointment, elements within it might have been better undertaken three/four months after appointment when the realities of the working situation were better understood and deficiencies in personal skills identified.

What training would help you at the present time?

I would include most of the areas mentioned above.

What training is offered to you at the present time?

Very little of a structured nature. Training has often to be sought out rather than being offered. However, a number of LEAs are beginning to look at the training needs of their 'managers' and institute, in association with bodies like LGTB or the Regional Management Centres, the basis of a training programme. Release can pose problems, however. The Society of Education Officers is also trying to encourage the establishment of training programmes, often on an in-house, self-help basis.

What do you perceive to be the training needs of your subordinates?

I would not see their needs as substantially different from my own except that, in the case of principals, problems of institutional management would loom larger in the management

repertoire.

In selecting principals what skills are you looking for and how do you set about identifying those skills in potential candidates?

This poses problems in the 'free market' which commonly applies in the UK. The selection process is often a rather hit and miss affair, depending more upon intuition than structured evaluation. There is usually little opportunity, other than with internal appointments, to assess the skills of candidates in situ. Much will depend upon the interviewing techniques of those concerned with making appointments. Clearly, however, some indication of the ability to establish good working relationships with colleagues, the ability to cope with and respond positively to change, to communicate effectively, to display qualities of leadership and to plan coherently are all important.

What do you do to set about improving those skills through training schemes for others?

I try to devise a structured programme of training opportunities utilising the resources of appropriate training agencies.

How do you evaluate principals?

If I am entirely honest and speaking within the limits of my own experience, the evaluation is negative, in that one waits to see what goes wrong. I recognise the deficiencies of that approach but have not had the opportunity to establish performance appraisal mechanisms.

COLLEGE PRINCIPAL

D Mackenzie
Principal, West Nottingham College of Further Education

What training would have helped you in your present job before you took up the position?

The main areas of operation of a principal as I see them are:

1. Management of Resources

A thorough understanding of the many complex parts of an institution of further education is essential; i.e. room use, timetabling, budgeting, ordering, stock control, financial control, optimum use of teaching time, organisation and structure etc. I believe the majority of this can only be learned 'on the job' by progressing through the system. Certain 'specific task' training, for example in accounting procedures, computing, stock control, etc., could and would have been valuable.

My general feeling is that 'senior management' must be 'educationists' and not 'general managers'.

The greatest area of deficiency of knowledge on appointment was the local authority rules and procedures which differ greatly from authority to authority.

2. Man Management

This varies from the specific - e.g. interviewing and selection, communication systems etc. - to the general area of leadership. The specifics can be learned through courses or reading but the judgement aspects are developed from experience. As for 'leadership' (including the art of delegation) - can one train for this, or is it a function of personality and experience?

3. Politics and politics

The biggest major difference in the job of a principal compared with that of vice-principal or head of department is the political nature of the work. The involvement with officers of LEA, with local politicians, Regional Advisory Councils, the problems of advisory committees, academic boards, negotiations with unions, etc.

Training in these areas would have been beneficial.

What training would help you at the present time?

Current problems are managing at a time of diminishing resources - a new experience in FE - and industrial relations.

What training is offered to you at the present time?

None. We search and find where we may. All training is - and always has been - self taught through self motivation. The only 'training' I have had has been through the FE Staff College, and personal research and reading - in many cases stimulated by ideas developed on these courses. The problem with self taught training is we do not always realise our deficiencies - and we tend to seek more knowledge in those areas in which we already possess some competence. Perhaps, however, self motivation is the most efficient form of learning.

What do you perceive to be the training needs of your superiors?

A real knowledge of FE!

When you were selected to be principal, what skills were the selectors looking for in you? How were these skills identified?

Proven experience - successful if that can be judged - and an appropriate image or personality. I presume the former is based entirely on the variety of posts held, the time spent in each and the references and the latter on subjective opinions at interview.

How are you evaluated by your superiors?

Difficult. I imagine from the ability to keep problems away from them, produce statistics and information on time, and not overspend or underspend. I suspect the real evaluation is by staff and the locality, this in turn being picked up second hand by our superiors.

I believe that our training needs would be better evaluated if we had some proper feedback on our performance.

COLLEGE VICE PRINCIPAL

Brian Gomes-da-Costa
Vice Principal, Robert Gordon's Institute of Technology

What training would have helped you in your present job before you took up the position?

Since my previous experience has, within the UK, been restricted to England and Wales, I should have found a one day seminar on the Scottish dimension in AFE particularly helpful; in particular I should have wished to concentrate on the role of the SED and its relationship with the Scottish Central Institutions.

The role of vice principal is not clearly defined. It might have been helpful to have looked at both the theory and the practice of the role of vice principal in, say, half-a-dozen similar institutions of higher education.

What training would help you at the present time?

An introduction to simple quantitative techniques, useful in problem solving: while the ability to discover and define problems has an important intuitive and/or qualitative aspect. I am increasingly convinced that the ability to present the solution(s) in a numerical and/or symbolic form such that it is easier to criticise and improve upon it/them will be an increasingly important management tool. Coming from an arts and social studies background, I am not always able to quantify data even where I have, perhaps, got the intuitively correct grasp of a problem. I think a series of workshops on this would be very helpful. Specifically, I am presently trying to look at the value - and it might be added also possibly the abuse - of computer-generated planning models for relatively small-scale, dispersed urban institutions of AFE.

What do you perceive to be the training needs of your superiors (inspectors)?

A thorough grounding in organisational sociology, and in particular in organisational and individual learning with specific reference to 'double loop learning'. (Argyris)

When you were selected to be principal what skills were the selectors looking for in you?

Familiarity with the organisational problems of public sector advanced further education. Awareness of the possible range of solutions to these problems and their efficient application. Ability to play the ambiguous, and often sensitive, role of

'second-in-command'. These skills were identified by selection through written curriculum vitae plus a formal interview, plus three full confidential references.

How are you evaluated by your superiors?

Annual performance interview at which an opportunity is given for both sides of the case to be heard. The (presumably jointly agreed) draft assessment is then submitted to the Chairman of the Governing Body. This system will be tried for the first time in May 1980.

COLLEGE PRINCIPAL

J Talbot
Principal, Garnett College

What training would have helped you in your present job before you took up the position?

Training in: Counselling skills
Financial management and control
Curriculum development
Staff development
Local authority government
Institutional management
Labour law
Personnel management

What training would help you at the present time?

Techniques of information gathering
Decision making
Politics in education
Presentation of facts and figures
Resource management

What training is offered to you at the present time?

Coombe Lodge and other short courses
Own reading of press and journals

What do you perceive to be the training needs of your superiors (inspectors)?

The role of inspector needs re-definition:
They are becoming anachronistic.
LEA officials - not enough movement between
FHE and LEA. Roles confused: concepts of autonomy
diffuse. Too many petty interferences in institutional
management through lack of understanding by officials.

When you were selected to be principal what skills were the selectors looking for in you?

I presume they were looking for proved competence
in a similar role.
Acceptable personality and management style.

Balanced judgement

Up to date knowledge of role and purpose of FHE

Skills only identified by reference to previous employers and by judgement at interview.

How are you evaluated by your superiors?

By not rocking the boat

By not exceeding my budget

By deferential behaviour

By innovation in response to needs (theirs)

No formal methods or interviews employed. No formal reports or assessments used.

All evaluation is subjective and based upon infrequent contact.

COLLEGE PRINCIPAL

H A Rees

Principal, Portsmouth College of Art,
Design and Further Education

What training would have helped you in your present job before you took up the position?

A coherent scheme of training in relevant educational-management organisation and systems should be devised for principals-designate in the further and higher education sector of the English and Welsh education system. Although the majority of principals-designate have a wide experience of the further education sector, there is a need to understand the working of the DES, local education authorities, Department of Employment, Manpower Services Commission, Industrial Training Boards before taking responsibility for the development of further education policy and its implications within an institution and a community. Simulation exercises might be used to impart knowledge and understanding of the various overlapping systems and groups including local and central government departments, employers' and employees' associations, chambers of commerce, Health Executives, voluntary bodies Training in personnel and resource management, public and industrial relations should be given.

General theories of organisation-management have to be re-interpreted to suit the special needs of education, but it is invaluable to have an appreciation of the various schools of thought and an opportunity to evaluate their relevance and validity within specific contexts.

Unlike a head of department, whose main concerns are with recruitment to his area, curriculum, acquisition of resources, assessment, placement the principal has in addition to negotiate across the political and economic systems as they impinge on the strictly educational. An appreciation of government and the inter-related network of public and private sectors; of the relationship between pressure groups and decision-making in government; skills in harnessing various social interests for educational projects all these are vital. Specific training related to the principal's role in organisation, staff and curriculum development, resource-management, planning, programming and budgeting would be invaluable.

What training would help you at the present time?

After three years as a principal, it would be helpful to have training sessions with managers in industry and government which would stress the nature of different roles involved in educational and social development and the need for

communication between them. Academic elements could probably be arranged through university departments. Simulation exercises involving local and central government administrators and advisers to tackle problems of policy-making, resource-allocation regional and area co-operation would be valuable.

Although there are a few centres devoted to the development of educational management, there is much to be learnt from the study of management in other fields, where the imperatives of design, production, marketing and economic survival are much more immediate. At the same time, the distinct character of educational management, directed towards personal and social development should be retained.

Cross cultural seminars on the organisation of further education/higher education would be useful to identify alternative systems. Each culture has its own educational identity, but much can be learnt from others, particularly where there is a close coincidence between social development and the educational system.

Practical training for educational managers might be conceived with two main orientations:

1. Towards 'efficiency' - systems analysis, problem definition, decision making, administrative procedures (financial management, management of 'democratic procedures' - meetings, liaison), policy making, definition of objectives, maximization of resources.
2. Towards effectiveness: communications sensitivity to individual and group educational needs, interpretation of learning objectives for specific purposes, organisational development, curriculum development, co-operation across the community, adaptability in the face of socio-technical change questioning of values, systems, setting of new targets in line with a clearly expressed ethos which is negotiated among the participants.

What training is offered to you at the present time?

With the devolved pattern of the educational system in England and Wales, the direct impact of the central government Department of Education and Science is muted. Political decisions are made centrally on the basis of alternative ideologies, as was seen during the sixties and seventies in the development of the polytechnics. Training organised by HMIs, like many of their confidential and public reports, may be out of line with the direction taken by the government of the day. Often the result is that DES courses for education managers are based on the products of educational and planning research which are

no longer relevant. Many of the courses on the full time general education of the 16-19 age group illustrate this point. Despite all the studies and recommendations for change, the starting point for discussion is the ossified pattern of certification at 16+ and 19+. The debate often degenerates into a 'board-game' for plotting public examinations rather than a vigorous consideration of the curriculum. Occasional training sessions for principals are organised by LEAs and Regional Councils, but generally development comes through conferences and working parties.

The Staff College has evolved a pattern of research and development as a basis for in-service training related to current needs and trends. It has established a participative net-work throughout the further/higher educational system which reflects well its changing pattern of goals, constraints, opportunities Particularly valuable is the permanent series of courses for those taking up posts as head of department, vice principal and principal. The work would benefit greatly from an increased investment, so that research and application could be conducted even more intensively.

It is also possible to gain training in specific management skills in regional management centres, universities and other similar institutions, but only a few treat the special concerns of educational management. Professional associations such as BEAS stimulate the development of educational management and administration through conferences and publications.

What do you perceive to be the training needs of your superiors (inspectors)?

Inspectors, advisers and administrators would benefit from practical training sessions within college and community. Often the burden of administrative work induced by political and economic change overwhelms them. Staff are scattered too thinly in too many organisations: the HMIs are now too few in number to be effective; County advisers have little impact on further and higher education. There is a serious understaffing in many LEA offices. Before training can be effective these aspects of educational administration need to be re-organised on a national and regional basis. One of the proposed solutions would improve things: a regional university administering all further and higher education. Training could then be directed towards identifying needs, devising programmes, co-ordinating provision, staff and curriculum development In the meantime, the best that can be done is to offer practical sessions to administrators and inspectors, followed by seminars involving college staff. There should be opportunities for them to teach and share management functions for a period of at least four weeks every five years. These 'real life' experiences would then be backed by courses in administration, communications, systems analysis, socio-economic change and development....

When you were selected to be principal what skills were the selectors looking for in you?

A successful record of educational management was looked for, but there was little evidence of agreed criteria for assessing this. Some were looking for administrative skills which would enable the organisation to run efficiently, without looking closely at the goals and development of the college. Others were keen that the traditional role of the college in training artists and designers should not be lost. Experience in organising courses in the arts was required. Some were looking for the ability to develop co-operation between staff from different disciplines, as the college was being diversified and new courses were being introduced, either from a neighbouring college or de novo. Some were looking for management skills which would relate directly to the changing needs of the local community and to curriculum - resources - and staff-development.

The impact of socio-technical change on further education has made it necessary to evolve a flexible policy and adaptive organisation within colleges. Fixed patterns of certificated courses within rigid demarcated departments are being questioned, with a fresh look at market research, liaison with schools, industrialists and other agencies, their curriculum and patterns of teaching/learning. My own experience in developing a new faculty structure in a major college may have seemed relevant.

Assessment of applicants was derived from confidential references, two-stage interviews and exposure to questioning and inter-action within the college prior to interview. (For another similar application a wider series of techniques was used: preliminary informal group discussions with staff, students, governors and inspectors; problem-solving in simulated role-play; 'in-basket' exercises; discussion at preliminary interview of educational theory, practice and current development in relation to the job).

Selection for educational management now has to take greater account of applicants' knowledge and application of organisational, curriculum - and staff-development skills, the capacity to co-operate with other agencies traditionally seen as outside the educational field; an interest in relating the work of the college to development of a community by creating opportunities for learning at various stages in an individual's career.

How are you evaluated by your superiors?

Accountability within the further education/higher education sectors is somewhat diffuse. Principals are appointed with responsibility for the management of the college subject to the guidance, direction and support of governing bodies. The articles of government theoretically give great authority to the governors. In practice, surveillance of the college comes more from LEA officers and to a lesser extent Government

Inspectors. They receive feed-back on the performance of the college: examination results, college 'atmosphere' staff turnover In the present economic retrenchment there is clearly a greater need for evaluation, so that resources should not be wasted. In practice, roll-forward budgets with clearly defined heads restrict evaluation and re-allocation of resources.

Where new work is possible, evaluation is more thorough. In this college the major part of this development has been sponsored by MSC/TSD. Evaluation of proposals and monitoring of practice have here been more thorough. First a need has been identified: for example, special provision for the young unemployed. Working parties have reported after joint deliberation between LEA, college, MSC/TSD, careers service and other agencies. Schemes have been monitored by MSC officers, HMIs and, to some extent, LEA officers. Detailed evaluation of these schemes is therefore possible in a way which rarely happens for the overall management of the college.

COLLEGE PRINCIPAL

Derek Campbell
Principal, Mid-Cheshire College of Further Education

What training would have helped you in your present job before you took up the position?

Before taking up my present post of college principal I had been principal of a college in the same county. Consequently I had the benefit of having worked at the same level for the authority and had none of the disadvantages of a newcomer. Before taking up my previous post, I believe I should have benefited from a formal period of training in college administration, including the personnel and finance functions; familiarisation with the powers and procedures of governing bodies; and an appreciation of the procedures of the employing authority. Such a period would have been mainly 'on the job' in tandem with the previous holder of the post.

What training would help you at the present time?

Continuous up-dating on legislation relating to employment, health and safety at work, equal opportunities.

Seminars on trade union matters, curriculum developments and assessment. Above all a sabbatical period to allow proper consideration of problems with colleagues at a similar level.

What training is offered to you at the present time?

There are opportunities for training but they are unrelated: Staff College, Regional Advisory Council one-day courses, seminars arranged by individual colleges. There is no systematic programme and one is faced with the difficulty of finding what is wanted at a convenient time - a rare conjunction.

What do you perceive to be the training needs of your superiors?

They require greater appreciation of how colleges actually operate. There can sometimes be a great division between theory at County Hall and governor level and practice at college level.

*When you were selected to be principal what skills were the selectors looking for in you?
How were these skills identified?*

The skills sought, as far as we can deduce from the particulars

relating to the job, were ability to manage and administer an educational institution with c 250 staff and c 6000 students, this general statement includes the ability to handle a budget of £1½ million and a complex of buildings; an expertise which would enable the holder of the post to provide educational and pastoral guidance; the skills to communicate effectively with a wide range of individuals and bodies both inside and outside the college.

The skills were identified, in so far as they were, by a combination of taking up references and interviews.

How are you evaluated by your superiors?

There is no formal process of evaluation. Such evaluation is a ragbag of impressions gained at random, hearsay and those given in one's dealings with superiors, advisers etc.

TEACHER TRAINERS/ACADEMIC

Raymond Cowell

Dean of Faculty of Humanities, Sunderland Polytechnic

In Sunderland Polytechnic (approximately 3,500 full time-equivalent students) I am responsible for the academic development of the Faculty of Humanities (approximately 100 staff and 1,100 full time-equivalent students) and for staff development (both academic and non-academic staff) in the polytechnic as a whole. These two responsibilities are closely inter-related. In the Humanities Faculty I am a practising educational manager, working for most of my time with other senior staff, particularly with the heads of the four departments within the faculty and the course leaders of the major courses. In the polytechnic as a whole, I am responsible (with the Staff Development Committee, which I chair) for devising, implementing and evaluating policies and programmes in education management as part of the general staff development programme, which focuses on four major elements in the work 'profile' of the academic staff: teaching, research, management/administration, external contacts. In an annual interview with his/her head of department, each member of staff reviews his/her contribution within these four broad headings and adjusts the balance of his/her work for the ensuing year in relation to institutional needs. It is the basic responsibility of a manager in the polytechnic to help his senior colleagues in the formulation of policy and, equally important, to communicate that policy in a flexible and responsive way to the group for which he is responsible. At the moment management responsibilities are widely diffused in the institution and it is assumed that all those of principal lecturer status and above (90-100 staff) have significant management responsibilities and, therefore, training needs. It is also assumed that younger and junior members of staff aspire to management posts and therefore need occasional experience of management and some introduction to its principles. This preamble prepares the way for brief answers to the five focal questions posed in the preliminary conference papers.

How do you diagnose and fulfil the needs for education management training?

The annual staff development interviews reveal the aspirations and difficulties of those in management positions within the polytechnic. The senior staff of the polytechnic and the academic board are responsible for matching this internal data with external trends in higher education, both nationally and internationally. These composite needs are met, logically, through the establishment of training courses within the polytechnic and through enrolment on courses run by external agencies and societies (notably Coombe Lodge).

How do you determine the needs of the client?

These are jointly and reciprocally determined, again in the context of the staff development interview which, it should be stressed, is an exchange of views, *not* an evaluation. A balance must be struck, in the devising of programmes to meet these needs, between experiential and theoretical elements.

How do you evaluate the outcomes of your programmes?

This is the most difficult, and intrinsically problematic, aspect of education management training. 'Feedback' is sought, both formally and informally, to particular courses, and self-evaluation is also encouraged in the annual interview. Ultimately, however, the only criterion is pragmatic: 'Do the training programmes improve the efficiency and sensitivity of institutional management,' Evaluation becomes more difficult within the upper reaches of the institutional hierarchy: 'Quis custodiet custodes?'

What courses do you offer in educational management?

The courses are usually 'tailor-made' to suit the requirements of specific groups in specific circumstances. They vary from for example, practical courses on committee procedures to those on the nature of the polytechnic as a complex organisation.

How do you justify the programmes you offer?

Variously: in *economic* terms, in that the programmes contribute to the efficient use of resources (particularly human resources); in *educational* terms, in that good educational managers are good communicators and motivators and thus produce a healthy learning environment; in *developmental* terms, in that tomorrow's managers should be prepared coherently and progressively for future responsibilities.

The 'position' I tentatively adopt is, therefore, one of optimistic pragmatism. This tentativeness reflects, perhaps, an awareness of still widespread Anglo-Saxon suspicion of all forms of management training (not just for education), the national conviction that managers, like poets, 'are born, not made'. This optimism is based on increasing evidence that an era of accountability is gradually modifying this previously intransigent attitude. The pragmatism is that of a practitioner who believes that in this area of activity theory must constantly be tempered by direct, personal experience.

TEACHER TRAINERS

Roger H Mercer
Principal Lecturer, Department of Education Management,
Sheffield City Polytechnic

How do you diagnose and fulfil the needs for education management training?

At the general level

We diagnose needs by going out and meeting people, by using existing networks, by setting up and developing working groups to articulate needs and to suggest ways of meeting such needs. We act both in an entrepreneurial fashion and respond to requests.

In specific cases

We use formal and informal channels. Thus we talk to chief education officers, chief advisers, heads and principals seek their views on needs: many of our short courses have been devised after such consultation.

For example, in preparing the resubmission of the part time MSc for the Council for National Academic Awards, the director of studies for the degree wrote to the chief advisers of 26 local education authorities, all 36 heads of secondary schools in Sheffield and all 5 principals of further education colleges, as well as making informal soundings.

In the case of the individual

We attempt to assess needs at interview, at the first meetings of the course, and by in-course monitoring by personal tutor, course tutor and director of studies.

MEETING NEEDS

At the polytechnic level. The polytechnic exists to serve the community. As such it offers a range of facilities for those in the education service. For example, the Diploma in Guidance in Schools was planned and mounted at the request of the Sheffield Local Education Authority.

At the Departmental Level. The Department of Education Management offers a range of programmes, courses, expertise and facilities. These facilities are available to those in the education service locally, regionally, nationally and even abroad. Although most of our students are teachers, our services are not limited to those in the teaching profession. Our services are available wherever, in terms of logistics, pay-off and participants' learning, it makes sense to provide them.

The kind of facilities available include:

- * Long and short courses in Sheffield;
- * Research and study facilities for visiting scholars in Sheffield;
- * Joint projects;
- * Consultancy, programmes and short courses.
These are available on request and by negotiation at a mutually suitable location and form.

At the individual level. We attempt to meet the needs of individuals in several ways. We are sensitive to the need to provide opportunities for student-directed learning (e.g. in assignments, field studies, management studies, dissertations, projects and study visits).

How do you determine the needs of the client?

We do this in a variety of ways depending on the situation: by talking to the client; by the client writing down perceived needs; by visiting the client *in situ* and assessing the situation, or making arrangements for such an assessment to take place, or by providing a consultancy service; or by undertaking joint work (e.g. setting up a joint project).

Prior to setting up a programme. We seek to determine needs by discussion with the client and by consultation with other appropriate people. Such discussion is ongoing. Consultation takes place, for particular courses, with teachers, local education authority advisers, Her Majesty's Inspectors, the Regional Management Centre, the Polytechnic Faculty of Education Advisory Board, the Regional Committee on In-Service Education and Training of Teachers, and by the internal polytechnic validation procedures.

During a programme. Early in a particular programme we tend to ask participants to carry out organisational and role analyses of their own organisation and their position within it. This helps us to determine needs with the client. We also find that needs perception may change over time.

How do you evaluate the outcomes of your programmes?

Like others we find evaluation difficult to carry out, especially since clients have many different needs. The criteria by which we would wish the outcomes of our programmes to be judged include:

- * Has personal and professional learning and development taken place?
- * Has there been an increase in knowledge, understanding and skills relevant to the more effective management of educational organisations and activities?
- * Has the school or college gained by the training individuals have received?

We seek to evaluate in a variety of ways. These include:

- * The formal assessment of project reports;
- * Informal contact with previous students;
- * Student evaluation at the end of each section of the programme;
- * The use of polytechnic internal monitoring, validating and revalidating procedures;
- * The use of external examiners both for formal evaluation and for guidance.
- * Consultation with teacher representatives, Local Education Authority Advisers and officers, Her Majesty's Inspectors, Regional Advisory Councils for Further Education, Regional Management Centres, and Regional Committees for the Education and Training of Teachers;
- * Where appropriate, the use of external validation and revalidation by the Council for National Academic Awards;
- * The credibility of the training given as viewed, for example, by:
 - The polytechnic principal, and others who allocate resources;
 - Our clients, our students, and their employers, in the market place;
 - Our peers, other teachers in the fields of education management training, in-service education of teachers, and in management training and development.

What is being offered in educational management training at your institution?

Twenty per cent of our teaching effort goes towards teaching short courses.

1. Long courses in Education Management at Sheffield City Polytechnic.

MSc in Education Management (full time and part time)
Diploma in Education Management (full time and part time)

2. Long courses with an Education Management element

B.Ed (Hons) for serving teachers (PT)
Diploma in Guidance in Schools (PT)
Diploma in Teaching of Reading (PT) at Sheffield and Barnsley
Diploma in Language Development (PT) at Sheffield and Barnsley

3. A variety of short course activity (1979-80)

Management programmes for headteachers of the Indian Central Board of Secondary Education (12 weeks in Sheffield for a small group, followed by 1 week in Delhi for a larger group)

International Course - the Management of Schools, Colleges and

Educational Systems (12 weeks in Sheffield).

Management Development in Education Departments of Local Education Authorities. Following the publication by the Local Government Training Board of Management Development in Education Departments - supplement to Training Recommendation 7 (1975) a working party of the Yorkshire and Humberside Society of Education Officers asked the Department of Education Management of the Polytechnic to plan and mount courses:

1. Induction Phase. This is a four day course for newly appointed administrative officers located in the polytechnic. These have been run annually since 1975.
2. Preliminary Development Phase. Two related one week residential courses in the region.
3. Main Development Phase. Ten one day sessions, plus two residential weekends in the Leeds area.

Management Development in Comprehensive Schools: a course for Sheffield Assistant Heads (a one year part time course at a local teachers' centre). This involved a follow-up consultancy at Bradfield School.

Management of Secondary Schools: courses for Heads of Department in Derbyshire. Three course (each 5 x 2 hours) held at the Teachers' Centre, Chesterfield.

Management Development in Sheffield Special Schools. Two two-day courses were run, one for the heads of all 28 schools, the other for deputies.

Management of Student Unions: a management course for permanent paid officials. A three day residential course at the polytechnic sponsored by the National Union of Students.

Arranging residential conferences in the polytechnic:

The 1979 Annual Conference of the British Educational Administration Society (two days).

The 1979 Annual Conference of Advisers in Special Education (two days).

Proposed 1980 Conference for the Association of Accommodation and Welfare Officers (two days).

Working with schools, e.g. consultancy/courses at several secondary schools.

Management Development at Middlesex Polytechnic (a five-day residential programme).

Management Development for Solihull Local Education Authority.

Management Training for Youth Leaders. (A one-week residential course sponsored by the National Council for the Training of Youth Leaders.)

Management Development for Secondary School Principals in

Gujarat. As part of a three year programme two members of staff and one of our MSc graduates conducted a series of seminars over a three week period based in Ahmedabad, India. This project is financed by the British Ministry of Overseas Development.

How do you justify the programmes you offer?

A polytechnic exists to meet demands for vocational and professional higher education and training at local, regional and national levels. As part of Sheffield City Polytechnic the Department of Education Management seeks to be outward looking and to respond to demands for management training and management education from the Education Service at these various levels. The department would also seek international visibility.

Justification of full time long courses and sandwich courses. These are our 'bread and butter' courses, and provide a base of professional development for our teaching team. This core provides an opportunity for us to develop the variety of teaching rationales, contents and techniques we need in the range of these courses and our other work. These courses also provide a basis of credibility at all levels.

Justification of part time long courses. One of the distinctive characteristics of British polytechnics is the stress placed on part time courses. (Sheffield City Polytechnic has 3,000 full time students, and 3,000 short course students.) Here the justification is to provide courses leading to professional and vocational qualifications for those who are either unable or unwilling to study on a full time basis.

Justification of short courses. Each short course programme has its own justification which is negotiated with clients. From our point of view we would include the following in our justification:

- * Is there a demand for the particular programme?
Is it a 'one-off' effort or is there a continuing demand?
- * How relevant and worthwhile is the activity to the target group?
- * How strategic would a given short course be to a particular target group? Is there a multiplier effect? Are there strengths and resources within the target group so that the 'Sheffield' presence can be used as a catalyst to be withdrawn at a later date?
- * How does a particular development fit in with departmental priorities?
- * From the point of view of departmental involvement is the activity cost-efficient?

TEACHER TRAINERS

T C Lea

Senior Lecturer, Management Centre, Brighton Polytechnic

At present I have responsibility for the Education Management Section of the Management Centre, Brighton Polytechnic and during the last seven years this section has assisted over 1500 education officers, advisers, governors, headteachers, deputies and senior school staff who have attended school management short courses. During this period visits have been made to over 500 secondary schools in England to arrange management projects for short course members and during the last four years extensive management performance information has been obtained from a further 800 secondary schools by means of research questionnaires. All this research information has been computer analysed and is made available to course members on an action research basis.

These school management courses cover general management, curriculum management, pastoral care management, timetable management and management development and set out to provide a comprehensive and searching discussion of school management backed by the presentation of the latest management techniques by highly qualified and experienced speakers in the relevant areas of study. Course members consider which of the suggested management techniques are not being used by them, select those appropriate and consider the factors affecting their implementation. They also exchange management ideas and information and assess the relevance of these to their work situation leading to the examination in depth of one major aspect of their work situation by means of a personal management project which is completed within four months of the end of the course.

Education management training needs are diagnosed from management project visits and from discussion with course members on an on-going basis. Outcomes of programmes are evaluated by visits to the work places of members who have attended courses and from end of course questionnaires. All courses must cover all operating costs and maintain in addition a profit margin of 20 per cent from fees charged, otherwise they must be cancelled. So far there has been an annual throughput during the last three years of 280 members but this year this is expected to fall to around 200, because due to severe cuts in finance the vast majority of members now have to pay all course costs and travelling themselves and this can amount to £150 per course.

MANAGEMENT TRAINING FOR EDUCATION STAFF :
GERMAN POSITION PAPERS

INTRODUCTION

55

Clive Hopes, Department of Law and Administration,
Deutsches Institut für Internationale Pädagogische Forschung

REGIONAL ADMINISTRATION

61

Position Paper by the Rhineland-Palatinate Ministry
of Education and Regional Government, Schools Department
Erhard v. der Bank, Studiendirektor, Kultusministerium R-P
Hans-Peter Gorschluter, Abteilungsdirektor,
Bezirksregierung, Koblenz

SCHOOL HEADS

64

Position Paper on School Headmasters
H J Mohr, Oberstudiendirektor, Staatliches Martinus
Gymnasium, Linz am Rhein
K Rollfinke, Schulleiter, Berufsbildendeschule

Position Paper on Management Training for School
Headmasters and Inspectors
Gerhard Bartussek, Oberstudiendirektor,
Lahntalschule, Biedenkopf

Position Paper on Management Training for School
Headmasters and Inspectors
Claus Schünemann, Direktor, Käthe-Kollwitz-Schule,
Kassel

TEACHER TRAINERS

76

Position Paper from the Rhineland-Palatinate State
Institute for In-Service Education of Teachers
P Jäger, Stellvertretender Leiter, Staatliches
Institut für Lehrerfortbildung
Position Paper from the Hessian State Institute for
the In-Service Education of Teachers
Gerhard Franke, Koordinator für Regionale Lehrerfortbildung,
Hessisches Institut für Lehrerfortbildung

Systematic School Management Development

Gerhard E Ortner, Direktor, Institut für Bildungs-Betriebslehre,
FEoLL

Eckhard Steurer, Institut für Bildungs-Betriebslehre, FEoLL

MANAGEMENT TRAINING FOR EDUCATION STAFF;
INTRODUCTION TO THE GERMAN POSITION PAPERS

CLIVE HOPES

DEPARTMENT OF LAW AND ADMINISTRATION

DEUTSCHES INSTITUT FÜR INTERNATIONALE PÄDAGOGISCHE FORSCHUNG

I am very grateful to the German contributors for the clarity and thoughtfulness of their position papers. The papers display - in some cases - knowledge gained through management training. The responses tend to paint a somewhat rosy picture of the current situation. Many of the contributors from the Federal Republic of Germany are familiar with at least one training programme, but it should be stressed that management training is still in an early phase of development. Opportunities are very limited indeed and the actual number of persons involved is small.

The authors of these position papers were specially chosen to participate in this conference. The quality of their responses is probably higher than would be expected from the average practitioner whose responses to such questions are sometimes vague, undefined and general. The esoteric nature of some knowledge displayed in these papers is clearly due to acquaintance with specific terminology used in training programmes.

GENERAL COMMENTS ON THE SPECIFIC CONTRIBUTIONS

Responses from the Ministry of Education level

The responses help to illustrate the fact that, in the past at least, there has been little concept of educational administration as a career needing new and sometimes specialised qualification beyond initial qualifications. "In this career - headship, inspection of schools and administration of schools from the Ministry - there has been too much reliance on picking up the qualification to do the job by experience, through 'the art of teaching', 'the art of advising', 'the art of evaluating teachers', 'the art of leadership' and 'the art of management and administration'.

There has been a glaring absence of an introduction to management and administration principles through preparation and training. There is little or no provision for induction into the position through an internship or a practicum, although sometimes limited opportunities are available in positions at the regional and Ministry levels of administration. Provision of training for school supervision officers (Schulaufsichtsbeamte) has not existed and is still being considered.

The list of training needs is an impressive example of the fact that such needs can be identified, especially when the career route to positions of responsibility omits a particular experience and thereby not even the basic expectation - learning by experience - is fulfilled.

Selection methods tend to pre-suppose that experience is sufficient or has indeed led to acquiring the necessary skills for the new position. This experience is then 'tested' through procedures which are either too superficial or, if valid, would demand that thorough preparation - including some formal periods - should be provided.

In citing training schemes currently offered, some trial project examples have been given. It should be stressed that there is only limited availability of such courses through voluntary registration.

Principals are not evaluated, therefore it is difficult to relate what is expected of them to the provision of training which would be necessary to prepare them to satisfy expectations. Moreover, there is no concept of attempting to evaluate the school as an institution. Perhaps in a centralised state system where the schools are administered from above to achieve equality of standards, facilities and curriculum, it is known how equally effective - or ineffective - schools are. Therefore the problem posed is irrelevant.

Prior preparation for an administrative position is acknowledged as a prerequisite by the respondents, but in practice it is not there. A limited number of courses is now offered, but only for those already in service. The question of the appropriateness of the timing of provision has to be answered.

Responses from the Principals of Schools

It is evident that the organisation and management of the administration of the school system - from the school to the Ministry - is not clear to those moving up through that system. There is a need for new principals to be aware of ways of coping with the multitude of Ministerial orders, regulations and directions which are showered down on him. He needs to be introduced to the relationship of the school with the local financing authorities (Schulträger). One of the papers lists suggestions for preparation prior to appointment and most items lend themselves to incorporation in preparation and training programmes.

The principals suggest a partial solution in the system of appointing internees as assistants in the Ministry. However, the number of persons who could take advantage of this method is severely limited. Opportunities for training are limited to a few courses offered by the Institutes for the In-Service Education of Teachers.

School supervision officers (Schulaufsichtsbeamte) are seen as needing specialised training for managerial functions. The interesting concept of job rotation between positions of responsibility, such as exchanging posts of principal and schools supervision officer, was introduced as well as the need for job-related training.

There seems to be general vagueness about selection criteria. Being known to the inspectorate or being acknowledged by

colleagues as a suitable candidate is important, as is the holding of a position of responsibility within another organisation, such as a staff association or union. Long experience as deputy-head was mentioned, although here it must be said that if that is a criterion, then that deputy must have had actual experience of the duties of the head instead of the usual case of being the 'time-table man'.

Again the absence of evaluation of the principal or of the school is mentioned. One writer suggests that the introduction of the local schools office (Staatliches Schulamt) as an administrative authority between the school and the regional school authorities could exercise more influence in this field as it is nearer the school. (This office does not exist in Rhineland-Palatinate.)

Responses from the Institutes for In-Service Education of Teachers (Lehrerfortbildungsinstitute)

These responses draw heavily on the results of a pilot project which was carried out in both States: Model courses have been introduced, but as has been mentioned above only a limited number of places are available. One-week courses are arranged for 25-30 participants twice a year over a period of two years for the complete four-week programme. A new series is started each year.

So-called 'course evaluation' amounts to an evaluation of the satisfaction experienced. The problem of determining long-term effects has not been tackled. Although it seems that participants are satisfied with what they experience during these courses, examination of the methods employed raises doubts about their appropriateness. There is much cognitive input, but although lip-service is paid to the need to develop skills, little time is available for practice. It is also questionable whether the instructors themselves are qualified enough to train skills such as management, counselling, advising techniques and interpersonal sensitivity. Either one has experienced practitioners as instructors, who through their rich experience intuitively understand the principles but do not necessarily know how to transmit the skill, or one has academics who know the terminology but are not involved with the issues and the environment of the school. The gulf between the academic's contribution to the learning process and the practitioner's 'gut-feeling' of how the school actually functions constitutes a barrier to be overcome.

Problems are experienced in finding willing practitioners who are prepared to invest their time as instructors in the courses. Facilities are also restricted in the provision of adequate room for the necessary group work, simulation exercises and individual study.

One of the most serious criticisms in the responses was the observation that there is a tendency to react to training or preparation needs instead of proacting to foreseen requirements. In some cases, a law or regulation has been made which

required the administrator to take on new responsibilities. Courses then have to be devised and provided. Only after a long time have the trainers been able to make up leeway.

RELATED PROBLEMS

There is still a lack of policy with regard to management training in education. Through the increasing awareness of the field there is a gradual development in provision, but it is not meeting the needs. Hesitancy in provision may be due to uncertainty of purpose. It is a waste of resources if it has not been decided what kind of principal or school supervision officer we are trying to train. Should he or she be an obedient, submissive arm of higher authority or an independent leader capable of making reliable decisions for the school and system? Should he or she be a good team co-ordinator who will work well as part of a collegial group? Is the administrator merely to be seen as a good organiser?

There is a danger in the enthusiasm for filling the gap and attempting to overcome the deficit by rushing in to offer courses which could be dysfunctional, i.e. 'qualifying' a person for aspects of educational administration not relevant to his present or future positions.

In offering courses for principals there is a tendency for separation. The division between school types has been partially overcome, but integration in provision is rejected in some cases e.g. for principals of Gymnasien (academic schools). As there are strong differences in rank - Schulleiter (principal), Schulaufsichtsbeamte (school supervision officer) and Ministerialbeamte (ministry official, in this case those at the lower levels with direct contact with the schools) - problems arise in attempting to consider general provision. In a system which has hitherto had no formal preparation programmes for principals or school supervision officers, it is understandable that when programmes or courses are introduced they tend to be compartmentalised for a particular office instead of analysing the needs for professional development which may be identical for different office-holders. In view of hierarchical structures, it may be unacceptable to think of training programmes for persons of different rank learning together. Yet there is a case for general educational management training in addition to specialised training for principals and school supervision officers, rather than total differentiation - rank and school type - in the first instance.

In some States courses have been offered to only one group, e.g. Schulleiter (principals). One can only speculate what other groups may be thinking if they have not had the same opportunity. The barriers of suspicion, curiosity, mistrust, fear of threat to authority on the part of his superiors might well be a hinderance to the support a newly-trained principal will need. One must question the likely effect of trying to make differences at the principal level if the Schulaufsichtsbeamte (school supervision officers) do not back up the

objectives of the training and do not talk the same language through not having had training themselves. (The usefulness of the North American approach is that in the practice-oriented university courses, the trainees are in a neutral group on neutral territory. Ministry officials, inspectors, advisors and principals can all learn the same language while participating in similar courses, using similar literature and attaining similar qualifications.)

Currently the modest attempts to offer general courses on the themes of Schulleitung (school leadership and administration) or Schulaufsicht (school supervision - at the inspectorial level) have a tendency towards 'qualification through knowledge' instead of pre-qualification through the experience of competence training. It seems to me that both aspects are important, but the latter is too much neglected.

At the third phase of teaching training the practitioners are left to pull themselves up by their own shoe-strings. In the teaching of subject matter the Institute for the Further Professional Development of Teachers (Lehrerfortbildungsinstitut) can be very helpful, but management and school administration is very much limited to self-teaching and exchange of experiences. As practitioners have never had access to management and administration studies and as they are very unlikely to go back to university studies, their approach is going to be very limited. The likelihood of high-quality training is remote. They must be prepared to get at the resources of the 'state of the art' (Wissenschaft). On the other hand the theoretician academics are outsiders claiming to be able to convince the insiders, whom they call amateurs, that they have something to offer. The academics are characterised by their lack of experience in schools. Their offer of translated foreign materials is inappropriate to German schools and little research is done in their own country.

There is a strong need for well-qualified and experienced people to run the courses, but are we going to fall into the old trap of saying that good and effective administrators are good teachers of educational management? Have the practitioner trainers themselves had enough preparation to do the training? Do the practitioner trainers have enough time to stand back and reflect on the relationship between the science of management and its relationship to their experience in practice? Moreover, do they have enough time to do the job properly? Full time practitioners are hardly in a position to give their best even as part time instructors in courses.

Consideration needs to be given to the type of materials used and to the methods applied. The weakness of academics is that as former experts at dissertation they can never quite forget their scholastic successes. Add to this the German tendency to write copiously instead of concisely and one has the problem of boring the practitioners with tedious pedantry. In turn, the academics accuse the practitioners of being incompetent to cope with their wisdom. It is hardly surprising that the practitioners sometimes do not read the materials. Either by psychological rejection of this problem, or by deceiving

themselves that the practitioners will catch up with it later, or by praising their own success in having an enraptured captive audience, the academic is in danger of charging along recklessly rejecting warning signs. The lesson is that materials must be developed by practitioners and academics working closely together, not by producing 'academic' versus 'practice-oriented' materials. Another lesson is that the self-justification and 'no problems' pose must be attacked. There is a need for self-criticism, openness, and admittance of problems and difficulties, which, for the academic, at least, may mean large doses of modesty taken regularly. With regard to methods, is there not a tendency sometimes to treat adults as pupils who have to be in a classroom instead of relying on self-study during a training period? There are too few simulations, case studies and exercises of what is done or required in practice: advising, working in groups, behavioural observation.

POSITION PAPER BY THE RHINELAND-PALATINATE MINISTRY
OF EDUCATION AND REGIONAL GOVERNMENT, SCHOOLS DEPARTMENT

ERHARD VON FER BANK, DEPARTMENT OF VOCATIONAL TRAINING
SCHOOLS IN THE MINISTRY OF EDUCATION

HANS-PETER GORSCHLÜTER, HEAD OF THE SCHOOLS DEPARTMENT
IN A REGIONAL GOVERNMENT

*What training would have helped you in your present job
before you took up the position?*

The most important 'training' for the duties involved in the professional post now under discussion was service as a school headmaster. Systematic training in administrative and legal matters would have been useful since decisions taken in the German educational system, by virtue of the large amount of legislation involved, make knowledge of this kind essential. In addition, technical administrative training (in procedures, administrative channels, etc.) related to specific practical problems would have been of great value.

What training would help you at the present time?

Failing the experience referred to in question one above, administrative management training, including in particular initiation into administrative and policy decision-making, would facilitate school inspection work. So, too, would training in the conduct of discussions, negotiations and the chairing of conferences, etc.

In the case of members of the inspectorate, particularly those who have no direct supervisory duties, permanent contact with schools through visits, attendance at staff meetings, at demonstration lessons, at discussions with pupil representatives, at staff association meetings, parent-teacher associations and school committee meetings, etc. is of great importance.

What training is offered to you at the present time?

Initial guide-lines for the training of members of the school inspectorate, e.g. in the provision of educational guidance, public-speaking, etc., are currently being drafted in the Rhineland-Palatinate.

What do you perceive to be the training needs of your subordinates? (Inspectors or principals)

Training requirement for school headmasters:

- Acquisition of administrative skills, including knowledge of legal and budgetary matters;

- Familiarisation with modern work techniques, e.g. nominal group techniques, project-planning systems, net chart techniques, etc.;
- Training in the exercise of authority over subordinates;
- Training in dealing with pupils, teachers, parents and educational authorities;
- Conference techniques;
- Training in assessing and advising teachers;
- Information on current developments in teaching;
- Training in the collation and dissemination of information.

The training requirement for members of the inspectorate is the same as for school heads, particularly if they themselves were never headmasters. In addition, training requirement as per question two above.

In selecting principals what skills are you looking for and how do you set about identifying those skills in potential candidates?

School headmasters are selected on the basis of their past performance as teachers in the classroom and on particular duties, e.g. service on specialist educational committees, together with leadership qualities they have already displayed either in post or when carrying out educational administrative duties.

Past performance is normally assessed from the personal file, in particular from earlier in-service reports. In addition, an assessment is made with relation to the post in question by the following means:

- Class visits (lesson conducted by the candidate and assessment by the candidate of a lesson taken by another teacher);
- Discussion on professional teaching, didactic and educational matters and the legal aspects of teaching service;
- The chairing of a conference.

What do you do to set about improving those skills through training schemes for others?

For school headmasters and their deputies there is a series of six one-week related courses. The first course covers school policy, legislation and organisation; the second deals with questions of school buildings and equipment and educational financing, including budgeting and accounting, together with creativity, planning, organisational and supervisory techniques. The third course is devoted to staff planning, development and deployment. The fourth deals with

the development and implementation of innovations. The fifth and sixth courses, currently being drafted, will be concerned mainly with matters relating to actual teaching. In addition, a large number of separate events dealing with certain problem areas are run by the institutes responsible for the continuation training of teachers. A start has also been made on the provision of systematic training programmes for school inspectors (see question three).

How do you evaluate principals?

School headmasters are judged on the reports which they submit to the inspectorate (either regularly or for some special reason) on their scholastic and administrative work, on the official reports on their staff but also, in particular, on the regular official reports made on them themselves every five years by members of the inspectorate.

An assessment of an informal kind is also provided by reports from the school on individual matters and by news items in the press relating to the headmaster's initiative, actions and reactions in various fields.

POSITION PAPER ON SCHOOL HEADMASTERS

H J MOHR, OBERSTUDIENDIREKTOR, STAATLICHES
MARTINUS GYMNASIUM, LINZ AM RHEIN

K ROLLFINKE, SCHULLEITER, BERUFSBILDENDESCHULE

This paper has been compiled jointly. We have purposely refrained from presenting highly individual details so as to provide a clear overall picture of the common problems.

What training would have helped you in your present job before you took up the position?

Before assumption of the post under discussion, an introduction to, and/or training in the following main areas would have been helpful:

- Nature and extent of the administrative tasks to be dealt with, together with all regulations, decrees and legislation relating to the running and administration of a school;
- Allocation of subjects, timetabling, planning of supervision and replacements;
- Position of the headmaster vis-à-vis the education authorities and the staff;
- Dealing with staff representatives (staff association);
- Acting in an advisory capacity (recommending courses to follow at school, types of education available, examinations to take, advice on careers);
- Budgeting, administration of school premises, school's financial status;
- Statistics, structural planning;
- Managerial tasks (delegation, control);
- Personnel legislation (labour law).

What training would help you at the present time?

- Exchange of views and experience with other headmasters;
- Introduction to electronic data-processing (e.g. timetable compilation with the aid of a computer);
- Media techniques;
- Librarianship;
- Guide-lines for the implementation and evaluation of new syllabi in the secondary stage I area in terms of practical school teaching;
- Assessment of teaching staff and holders of special appointments;

- Introduction and testing of new work techniques, e.g. brainstorming, project-study, team-teaching, etc.

What training is offered to you at the present time?

- School management; correspondence courses (c. two years) offered by the State Institute for the In-Service Education of Teachers;
- Morale in the school and among the staff (headmasters' course III);
- Educational organization and legislation (headmasters' course I);
- Headmasters' course I -- training in assessment and advisory procedures;
- Budgeting/planning (headmasters' course II);
- Individual courses (including continuation training for members of staff associations); staff legislation (German Public Employees' Association).

What do you perceive to be the training needs of your superiors (inspectors)?

- Job-related training, such as information on school management (e.g. delegation);
- Uniform and logical application of these principles;
- Matters relating to man-management;
- More information on new educational, didactic and technical work principles;
- Additional administrative and legal training;
- Proposal for a system of rotation; after a reasonably long period of time, a brief spell in school headmastership as a means of coming to grips with problems on the spot.

When you were selected to be principal what skills were the selectors looking for in you? How were these skills identified?

- Professional teaching capabilities.

Rolfinke:

- Marks in examinations;
- Headmasters' assessments;
- Monitored lessons.

Mohr:

- Marks in examinations;
- Headmasters' assessments;
- Professional didactics (in charge of professional

didactics English course; member of one the special 'subject committees' established by the Standing Committee of the Ministers of Education of the Federal States; in charge of various MSS*teachers' continuation training events);

- Interest in scholastic and educational policy matters generally (fact-finding visit to London; fact-finding tour of Canada);
- Reviewer of school-books;
- Personal/human qualities;
- Organisational ability.

Rollfinke:

- Carrying out of organisational duties as deputy headmaster.

Mohr:

- Intermediate stage co-ordinator;
- Running and organisation of the professional didactics conference;
- Various events as part of continuation training for teachers.
- Evidence of these abilities;
- Headmasters' assessments;
- Professional publications;
- Contact with Ministry of Education and regional government by means of minutes, reports, assessments, personal meetings, committee membership and discussions.

How are you evaluated by your superiors?

No precise comments are possible on this point since we are unaware of any such evaluation. The following criteria could, however, presumably assist evaluation:

- Personal discussion (school visits, attendance at conferences);
- Reporting back by means of contacts with educational bodies, local authorities and the public;
- Publications (professional contributions, letters from parents, the press);
- Method of solving problems arising at school;
- Readiness to co-operate, ability to take independent action, initiative.

- * **MSS: Mainzer Studien Stufe.**
the reformed upper level of academic studies at the
Secondary II stage : Grades 11 - 13 (Sixth Form)
(MSS : so named in Rheinland-Pfalz, but generally
in Germany known as Reformierte Oberstufe).

POSITION PAPER ON MANAGEMENT TRAINING FOR SCHOOL HEADMASTERS AND INSPECTORS

GERHARD BARTUSSEK, OBERSTUDIENDIREKTOR,
LAHNTALSCHULE BIEDENKOPF

HEADMASTERS' DUTIES

In Hesse, headmasters' duties are laid down in the General Service Regulations. From the complete list of duties contained in these Service Regulations and in the laws, ordinances and decrees relating to school management, we may select the following as being of paramount importance:

- Supervision of, and compliance with the existing statutory regulations;
- Representation of the school vis-à-vis the general public;
- Incorporation of new skills and knowledge in the teaching work;
- Maintenance of the organisation in all its aspects at various levels;
- Maintenance of a uniform standard of efficiency;
- Collaboration with parents;
- Collaboration with the education authorities.

HEADMASTERS' QUALIFICATIONS

The qualifications required of a headmaster are not directly described as such and must be deduced from the Service Regulations and the various administrative rules. Basically speaking, this has to be done each time in respect of each individual task and aim. Nevertheless, the following qualities may be considered as being of supreme importance and also as being generally applicable:

- Knowledge of educational legislation and of the deducible and/or necessary application techniques involved therein;
- Knowledge of public relations work;
- Knowledge of the techniques involved in putting innovations into practice;
- Knowledge of leadership techniques and strategies (including evaluation and advisory techniques);
- Knowledge of organisational management techniques up to and including the use of data processing in the administrative field;
- Knowledge of the techniques of acquiring basic

- materials for the school (exploitation of extra-mural resources) and of the appropriate management techniques;
- Knowledge of local government and of budgeting and implementation techniques.

Training opportunities for headmasters prior to taking up their appointment.

It must be stated at the very outset that only in the most exceptional cases is there any guarantee that training will be given in the qualifications listed under Headmasters' qualifications above under the direction of and/or on the responsibility of school inspectors prior to the taking up of an appointment as headmaster. This is partly due to the concept behind the selection of headmasters. There is, in addition, no medium-term or long-term strategy for selection to these posts. Each applicant is responsible for his own choice of possible training aspects to meet the prescribed selection procedure. He must himself decide on his own sources of information, find them and use them. But he has normally no say in whether this information will form the basis of the test and selection procedure.

Areas in which I personally obtained experience for my present post.

I was able to gain experience in a whole range of extra-mural activities (above all in the field of local government policy), law, the necessary techniques for analysing background conditions and the strategies required for putting theoretical aims into actual practice, including the techniques of public relations work.

I had, in addition, an opportunity of becoming acquainted with a headmaster's daily tasks in other 'extended school management' functions since I had previously held various posts of responsibility (director of studies at secondary stage II; deputy headmaster). Membership of Ministry of Education project groups enabled me to become acquainted with, and on occasion to develop electronic data processing techniques as an aid to school administration.

Would additional qualifications be desirable?

I imagine that many headmasters - particularly those in large-scale authorities - have similar professional backgrounds. Nevertheless, I also think it would be a good thing to train for additional qualifications which are necessary for this profession. This training should be as comprehensive as possible. In my view the main emphasis should be placed on subject areas covering school legislation, the techniques required for implementing innovations and the techniques of staff evaluation and counselling - the last item not least of all because headmasters must make a point of becoming personally involved in the training of junior teachers just as much as they do in the further and continuation training of

their staff generally.

Present training and training requirement

After several years' experience as a headmaster and also as a participant in the continuation training of headmasters I would, at this point in time, consider continuation training measures relating to the reform of the *content* of school teaching to be both necessary and urgent. This arises, above all, from the headmaster's obligation to introduce new knowledge and new developments into scholastic work. The testing of new teaching aims and lesson content should be accompanied by the provision of opportunities for continuation training with the object of improving ability to supply suitable content and ensuring the acquisition of implementation strategies.

Training opportunities

At the moment no special training facilities are available to me other than those deriving from my daily work. This is not untypical. There are scarcely any training facilities for headmasters apart from courses for 'beginners'. In the field of school management there are courses on matters relating to delegation of responsibility. The only courses on matters affecting curricular content are those held jointly with ordinary teachers, but these mostly do not cover the needs listed in section 2 above from the headmaster's point of view.

Training requirement in respect of superiors

I can only assess to a limited extent the training requirement in respect of my superiors (school inspectors).

Opportunities for collaboration are restricted by the organisation of intervening authorities to examinations within the framework of the secondary stage, to teacher assessments, to the selection of subjects for the Abitur ('A' level) examination and appointments. As a rule, school inspectors are recruited from headmasters and/or secondary school teachers so that in most cases they are well aware of the problems in schools. Problems affecting collaboration arise, in my opinion, at education authority level, but more frequently because of understaffing of the inspectorate.

An increase in the numbers of school inspectors could produce a greater feed-back of experience as regards the implementation of national educational aims and thereby, in my opinion, bring about a revision of the background conditions of schools.

Selection criteria employed when I was appointed headmaster.

I assume that my performance in other scholastic posts was of decisive importance in inducing the inspectorate to appoint me as a headmaster. As part of this, the following points could have been of particular significance as far as the

selection panel was concerned:

- High standing among the teaching staff;
- Experience in dealing with institutions;
- Participation in project groups;
- Acting as deputy headmaster over lengthy periods.

Evaluation by the inspectorate.

In my opinion the evaluation of headmasters by the school inspectorate is possible to a limited extent only. This is due not least of all to the smallness of the inspectorate establishment. This could be improved in Hesse by the setting up of local state schools offices, one of whose duties is the supervision of headmasters' functions.

In addition, it should be noted that there is at present no generally accepted concept as to how the school inspectorate should monitor a headmaster's performance in office. A great deal depends on the personal involvement of the individual inspector. Generally speaking, the evaluation of headmasters by the school inspectorate is restricted to those areas where collaboration is required.

POSITION PAPER ON MANAGEMENT TRAINING FOR SCHOOL HEADMASTERS AND INSPECTORS

CLAUS SCHÜNEMANN,
DIREKTOR, KÄTHE-KOLLWITZ-SCHULE, KASSEL

The qualification and/or aptitude profiles for a headmaster's duties have never, as yet, been adequately defined. They will, moreover, reveal a wide range of differing characteristics by virtue of the diverse functions involved (e.g. in the various types of establishments, such as primary, grammar and vocational training schools). Although my comments in this paper are mainly from the point of view of the headmaster of a vocational training school, a *general* normative profile can, in my opinion, be developed along the lines of the General Regulations for School Headmasters, Teachers and Educationalists in Hesse dated 9.10.72, in particular the version published on 4.10.77.

In addition to these mainly normative requirements in the form of regulations, however, additional qualification requirements can be derived from the carrying-out of one's daily duties, e.g.:

- Interpersonal abilities in behaviour towards teaching staff, members of school management boards, other school employees, inspectors, etc;
- Conceptual abilities as regards the running of the school, e.g. putting long-term development plans into actual practice in the organisation of one's own school, the introduction of outline plans into school teaching work, etc;
- Technical and legislative abilities, such as the compilation of administratively essential documents, reports, requests and assessments or the collation and distribution of administrative information, etc;
- Functional abilities, such as dealing with timetabling, allocation of rooms, filing, registration, etc.

Although a general tendency is noticeable in Germany today for schools to be more and more involved in legislation so that the last two of the above-quoted abilities may well assume greater importance, the order in which they have been listed is, in my opinion, the correct one as regards priority. I therefore propose to consider, above all, the first two types of ability.

What training would have helped you in your present job before you took up the position?

At the vocational training school of which I am currently the headmaster I had already been a departmental head for five years. Thus I know the basic attitudes, habits and general 'atmosphere' of the school. I am aware of the following examples of problems in dealing with people:

- Staff comprising divergent groups with differing ideas on school policy (union group, public employees' association group);
- Staff with two major groups concerned with different specialist areas (social sciences, food technology);
- Staff with some 50 per cent of 'younger' teachers and a similar proportion of 'older' ones, frequently with completely opposing views;
- In recent years the staff has scarcely received any encouragement regarding the further development of education in schools.

In order to enable these difficulties in the way in which the school is run to be resolved, some prior training is, in my opinion, necessary, otherwise old habits will proliferate and be difficult to eradicate later. In conversation with colleagues who are headmasters of comparable schools the view was often expressed that, as a new headmaster, it is better to remain rather passive during the first year at the school in order to put one's intentions into practice during the second year. I do not consider this to be a practical proposition in shaping human relationships in the school.

What training would help you at the present time?

Still with regard to the above-mentioned problem areas I currently regard training in the following spheres as essential:

- How can I identify potential school problems in good time?
- How do I ascertain the teaching abilities, attitudes and personal needs of members of staff?
- How do I discover the opinions of informal groupings among the staff?
- How do I organise the work of staff groups?
- How do I create an efficient flow of information and communication?

What training is offered to you at the present time?

I have never received any formal continuation training in administrative duties in the form of a course. I worked for about one year as departmental assistant in the Ministry of Education and prior to my appointment as headmaster I spent roughly three and a half years as administrative assistant for further education colleges (schulfachlicher Dezerenent i.e. for my branch of the school system) in the regional government offices.

Thanks to this experience and my previous service in school management I find little difficulty in carrying out my various duties concerning theoretical organisation, legislation and technical administration. I am currently studying on my own, mainly the various strategies of school management. The problems I encounter in my own school are discussed at meetings with other colleagues on the staff, I regard this as a very valuable part of school management training.

By virtue of their preoccupation with day-to-day teaching my colleagues tend to concentrate all management functions on the person of the headmaster. Regular talks (staff meetings) and discussions on specific cases consequently always contribute to general training in school management.

What do you perceive to be the training needs of your superiors (inspectors)?

Many decisions taken by school inspection bodies suffer from a lack of practical experience on the part of those concerned. For this reason I would welcome, in addition to specialised preparation for inspectors, a new understanding of the exercise of managerial functions in education. An essential prerequisite for this would have to be, in my opinion, an exchange of responsibility, also implying as a matter of course an exchange between school management 'on site' and school inspectorate functions.

When you were selected to be principal what skills were the selectors looking for in you?

No formal so-called 'examination procedure' was used in my selection as headmaster. I assume that the school inspector reporting on me was sufficiently aware of my previous performance. This particular inspector examined me at the second state examination stage, for my permanent appointment to the teaching profession, for promotions, for selection as head of department, for employment as a seminar instructor in the second phase of teacher training and for my appointment as headmaster.

How are you evaluated by your superiors?

There is no 'direct procedure' for evaluating head teachers. A headmaster's performance is assessed mainly on the standard of school work; the reports he produces, his performance at official meetings, including discussion of his confidential report, certainly play a part. As from 1st of January 1980

local State schools offices, are responsible for all schools at the local Council level, as a result of which it may be assumed that the evaluation of headmasters as regards their managerial ability may take on a new significance. These 'School Offices' (Staatliches Schulamt) are a newly established District Schools State Authority at the local level in the State of Hessen. This level does not exist in Rheinland-Pfalz.

	<u>Hessen</u>	<u>Rheinland-Pfalz</u>
Ministry of Education	Kultusministerium	Kultusministerium
Regional Government Level	Regierungs- Präsidium	Bezirks- Regierung
District level	Staatliches Schulamt	-----
School level	Schule	Schule

POSITION PAPER FROM THE RHINELAND PALATINATE STUDY
GROUP ON CONTINUATION TRAINING FOR TEACHERS

P. JÄGER
STELLVERTRETENDER LEITER, STAATLICHES INSTITUT
FÜR LEHRERFORTBILDUNG

*Establishment of the requirement and/or need for training
among school headmasters and inspectors.*

It seems appropriate to differentiate between *objective
requirement* and *subjective need*.

Training *requirement* emerges from an objective comparison
of the theoretical and actual efficiency of school head-
masters and inspectors in the educational system as a whole.

Theoretical efficiency can be obtained by means of a normative
description or ideal-type representation; an actual specimen
case (testing of one particular school) can serve the same
purpose. The results thus achieved can, for example, be
shown in a table listing the functions which have, by the
very nature of things, to be exercised by the headmaster and/
or inspectors and allotting to each of these functions the
appropriate qualifications (arranged in certain categories)
required of the headmaster and/or members of the inspectorate.

Actual efficiency can be calculated either from formal or
informal reports submitted by serving headmasters and/or
inspectors on their professional activities or from outside
reports (e.g. following inspections). Correctly carried-out
observation by impartial bodies from outside would no doubt
be helpful, but the compilers of this position paper are un-
aware - either from their own experience or from literature
on the subject - of this ever having been done.

The differentiation between the *actual* and the *theoretical*
is not a priori identical with the training requirement, since
there are other possible reasons for any short-fall noted.
Nevertheless, it *does* pin-point the areas and dimensions where
training must be applied.

Training *need* emerges from the headmasters' and/or inspectors'
own experiences in carrying out their professional duties. It
is frequently bound up with emotional qualities (past
failure) and provides much motivational potential for in-
service continuation training. Whereas objective training
requirement can be, on principle, generalised, this is hardly
possible in the case of subjective training need.

The best conditions for the successful continuation training
of headmasters and/or inspectors obtain if and when, in the
case of practical continuation training measures, the training
requirement and the training need coincide. This is

occasionally the case per se, occasionally it can be purposely created and occasionally it is impossible.

The above is the background to our discussion on the *establishment* of training requirement and training need.

New statutory regulations (e.g. State law on schools for the State of Rheinland-Pfalz) and organisational decrees (e.g. re-organisation of primary and intermediate school inspection as a result of the School Law) are investigated in order to ascertain if and to what extent their implementation in actual practice demands new qualifications on the part of school headmasters.

Statutory, or organisational innovations of this kind, which affect all schools, are supported by comprehensive measures incorporated in an integrated system of continuation training for teachers at the central state and regional levels. All teachers concerned are entitled to participate. It is helpful, indeed essential, to include the continuation training of teachers as a supporting measure in the initial planning stage of any innovations. What is not suitable is a method of procedure in separate stages whereby the intended new regulations are first issued and then the necessary teacher continuation training evolved.

Procedure is similar in the case of teaching intentions (e.g. educational arrangements for foreign children) or for innovations relating to content (e.g. the introduction of work-study as a subject). Here it frequently suffices to make headmasters and/or educational administrators familiar with the broad outlines of the intended measures by means of general informatory sessions and to indicate ways by which the proposed reforms can be carried out at the various schools. The subject and/or class teachers must be included in the continuation training (with the support of the headmaster) while these reforms are being implemented.

In order to ascertain the training needs of school headmasters many formal and informal contacts are necessary with those concerned:

- They should be officially represented on the planning bodies (e.g. the advisory board of the Rhineland-Palatinate State Institute of Continuation and Further Training of Teachers);
- The lecturer responsible for teacher continuation training should attend headmasters' and/or inspectors' meetings and official discussions;
- There should be free and frank discussion with the members of training courses as regards their wishes in respect of continuation training;
- Personal contact with school headmasters.

Training *needs* cover a wide range and are relatively heterogeneous. To meet them, therefore, centralised continuation training courses (with about 30 participants) are more suitable

than regionally dispersed ones.

Management training facilities

The Rhineland-Palatinate State Institute of Continuation Training offers school headmasters and administrators:

- Courses dealing in brief with current innovations in respect of educational policy or organisation;
- Courses enabling study to be carried out by correspondence;
- Courses intended to provide a systematic addition to qualifications.

After the new state law on schools in the Rhineland-Palatinate was promulgated, mixed regional working-parties were set up in 1975 and 1976 for headmasters of primary, intermediate, secondary modern and special schools. There were 50 working-parties and 10 afternoon sessions were held in the following subject areas:

- The position of the headmaster following the new law;
- Review of the school law;
- The headmaster and the staff meeting;
- Problems of man-management;
- The headmaster and the staff association;
- The headmaster - parents - pupils;
- The headmaster's administrative tasks;
- The position of the pupils in the school;
- Official assessment of teachers;
- Headmasters' and teachers' conditions of service.

These working-parties were headed by the appropriate local school inspectors. In all, some 1,350 headmasters participated in the course, which helped to implement the new school law.

From the working-parties described above it emerged that, in particular, the assessment of teachers as a new commitment for headmasters of primary, intermediate, secondary modern and special schools poses a problem which requires more thorough treatment. Since 1977, therefore, a two-part course on the subject of 'training in assessment and advisory procedures for headmasters' has been offered, consisting of a basic course and a follow-up course, each lasting three days. The main feature is the joint assessment of lessons actually observed in the classroom and of others shown on film. The holding of advisory interviews is practised by means of playlets and situation exercises. Basic principles and criteria are worked out for constructive criticism and co-operative leadership. This is the course which is currently most in demand; training requirement and training need coincide here.

Headmasters often have special problems if they have to be away from their schools for several days for continuation training purposes, and consequently the idea of a correspondence course is of interest to many. Between 1976 and 1978 the SIL¹ 'school management' correspondence course, developed experimentally for the entire Federal German educational system, was used by 1,337 school headmasters. The course is divided into the following subjects:

- (a) Historical basis;
- (b) 'Delegation of responsibility' as a basic principle of leadership and organisation;
- (c) Discussion as a means of leadership;
- (d) The staff meeting;
- (e) Organisational forms of co-operation (including staff functions)
- (f) Deputyship
- (g) Advice and information (holding of advisory interviews)
- (h) Control;
- (i) Informal relationships;
- (j) Co-ordination and co-operation;
- (k) Structural organisation;
- (l) Organisation of day-to-day running (including bar graphs and net chart techniques);
- (m) Further special management methods (brainstorming, morphological analysis, efficiency analysis).

Of these, parts B, C, D F and G were dealt with in eight assignments sent out to students; the remaining subjects were not covered by this project. This method of study by correspondence was organized as an integrated system by means of:

- Assignments for study at home;
- Problems accompanying each assignment to be solved in writing and the scripts sent in to a central authority;
- A correction service as a form of advice to the individual and a check on his progress;
- Regional working-parties, each meeting for two hours to discuss each assignment (a total of 78 working-parties).

In conjunction with the Rhineland-Palatinate Teacher Training College a particularly ambitious course entitled 'school management' is offered under the academic direction of Dr Richard Bessoth. This project, too, is being implemented as an experiment in the educational system in three States. It is divided up into four one-week courses with the following

headings and subject-matter:

1. School organisation and legislation

Social and statutory principles on which the school is based; administrative structure and division of responsibilities in school inspection and management; qualifications for headmastership; matters affecting pupils and parents; school organisation; school rules, etc.

2. Budgeting/planning

Budgeting, finance and accounting; planning, organisational and supervisory techniques for schools; use of electronic data-processing equipment and information of electronic data-processing equipment and information systems; matters affecting the educational authorities; school buildings and equipment; development planning, etc.

3. Staff/morale

Assessment and advising of teachers; continuation training; deployment of staff, particularly the allocation of contact hours; leadership and morale in the school; legislation affecting public employees and their conditions of service, etc.

4. Innovations/development

Strategies and techniques for the introduction of innovations such as new curricula, forms of school organisation, media, teaching methods, etc: case studies of new educational concepts, innovation agencies (RPZ², State Institute of Educational Planning), publicity work, etc.

The four courses take place in a half-yearly cycle, the intervals being occupied by homework, practical work and regional meetings. The intention is that this system of courses should lead to formal qualifications (certificate and diplomas in school administration). The programme has been offered since 1974 and the complete series has been gone through four times.

Evaluation

The programme of courses described under Management Training Facilities above are under constant review. In conjunction with the students the content, the method of presentation and the feasibility of putting the programmes and their component parts into actual practice are critically discussed and improved as far as possible.

We have not as yet, however, the means and methods available

for calculating the long-term effects of our training programmes on the situations with which our students find themselves confronted in real life.

1. REFERENCES

1. SIL = Staatliches Institut für Lehrerfortbildung
State Institute for the In-Service Education
of Teachers
2. RPZ = Regionales Pädagogisches Zentrum
Regional Educational Centre - a rather elaborate
teachers' centre. (Only one of this nature exists
in Germany. 64 were recommended - envying the
English development - two experimental projects
were set up a few years ago and one has already
been abolished!)

POSITION PAPER ON CONTINUATION TRAINING OF TEACHERS IN HESSE

GERHARD FRANKE
KOORDINATOR FÜR REGIONALE LEHRERFORTBILDUNG,
HESSISCHES INSTITUT FÜR LEHRERFORTBILDUNG

There is not, as yet, any systematic, planned form of continuation training for school inspectors in the Federal German region of Hesse.

It was only in October 1979, that the Hessian Institute of Continuation Training for Teachers was authorised by the Hessian Minister of Education to prepare a draft plan for the continuation training of school inspectors. The initial planning measures were started in October, 1979. In March, 1980, the concept was submitted in outline form (including the main topics) to a special planning body formed at that time.

The following report consequently refers solely to the continuation training of headmasters of all types and grades of schools.

How do you diagnose and meet the training requirements for school headmasters?

The draft course currently being developed by the Hessian Institute of Continuation Training for Teachers, 'Courses in School Administration for Headmasters', is based on the 'school administration' curriculum devised and tested by Dr Bessoth's project group (formerly ISO Saarbrücken, now DIPF Frankfurt) as a research project in conjunction with the Rhineland-Palatinate, Lower Saxony and Hessian regional authorities.

Developed phases between 1974 and 1978:

Phase 1 : Ascertainment of the need for training and continuation training (analysis of the headmaster's job and duties and determination of learning aims), done partly by means of two courses in Hesse (1974/75); participants were nominated by the Hessian Minister of Education.

Phase 2 : Implementation of the first trial run of the four weeks' course (= one single-week course per half-year) in various places including the Reinhardswald School (1976); the participants (headmasters of schools of all types and grades) were nominated by the regional governments.

Phase 3 : Implementation of the second trial run in Hesse and elsewhere (1977/78); participants

were again nominated by the regional governments.

Course structure:

Course 1 : School organisation and legislation

Course 2 : Budgeting and planning

Course 3 : Staff and school

Course 4 : Innovations

Hessian members of the first trial run were brought in by the project leaders in order to assist with the preparation and implementation of the four courses in the second trial run. The implementation of the fourth week's course in October, 1978, completed the work of Dr Bessoth's project group in connection with the continuation training of headmasters in Hesse.

As early as February 1978, at the instigation of the Hessian Minister of Education, a planning group from the Hessian Institute of Continuation Training for Teachers, under my overall leadership, started work on the development of a draft Hessian course for the continuation training of headmasters and others occupying posts of responsibility in school management teams. The course was in line with the above-mentioned 'school administration' curriculum, but the aim was to relate it more closely to actual school practice and the Hessian school situation. This is being attempted by modifying the curricular approach and by selecting practical examples.

Assessment of the requirement is thus based on the analysis of the profession carried out by Dr Bessoth's above-quoted research group together with the continuation training needs expressed by headmasters during the trial courses. In addition, ever since December 1978, at the end of each course conducted in Hesse, the participants are sent a written questionnaire contained in the programme for the following (continuation) course, by means of which an assessment of the relevance of the subject areas offered and of the weighting (priority) is obtained so that, when planning the actual weekly timetable, due heed may be given to the needs and expectations of the participants as regards the content of the course.

How do you determine the training requirement among your clients?

In this respect I refer the reader back to what was said under question one.

How do you evaluate the long-term effects of your programmes?

We are not, or not yet in a position to evaluate methodologically the 'long-term effect' of the continuation training courses we offer.

Evaluation only takes place at the end of each week's course and then solely as regards content and conduct of the course itself. Participants are asked to comment in an evaluation sheet on each 'block' (= main subject area) which was offered during that week, and to do so by assessing the relevance of the topics for the individual student (on a scale of marks from 1 to 3) and by evaluating the way it was dealt with (on a scale of marks from 1 to 5); an opportunity is also given to make further comments or suggest improvements by submitting additional notes. A final, comprehensive assessment is also requested regarding:

- I - The usefulness of the continuation training in respect of the participant's efficiency as a headmaster;
- II - The 'atmosphere' on the course;
- III - The weighting of various subject aspects within the course as a whole;
- IV - The methodological arrangement of the course (use of syndicate work, lectures, materials, etc.).

What does your institute offer in the way of management training?

Planning envisages a self-contained continuation training module involving attendance at four single-week courses spread over a period of two years (in each case one course per half-year); because of the heavy demand the courses are restricted for the time being to headmasters only.

Regional meetings of the participants are arranged between the four single-week courses as an intrinsic and obligatory part of the whole concept.

A new teaching module commences every half-year. Course A was completed for the first time in December 1978. The position as of March, 1980 is as follows:

Course A has run four times

Course B has run three times

Course C has run twice.

By the end of the first half of 1980 the complete four-part continuation training module (single-week courses A - D) will have been incorporated in the courses offered by the Hessian Institute of Continuation Training for Teachers

Main topics:

Course A - School constitution/moulding of opinions in school;

The role of school management;

The headmaster's duties: responsibility and delegation;

school organisation
(formal and informal)

Current problems of school development
in Hesse;

Schools and the law;

Pupils' rights;

Parents' rights.

Course B : School 'atmosphere':

Communication and information
in schools;

Styles of behaviour and leadership;

Initiation of new teachers.

Deployment of staff:

Ascertainment of requirements;

Allotment of periods and timetabling;

Absences and replacements;

Staff representation in school;

School meetings.

Course C : Administrative structure - inspection;

Team spirit in school.

Evaluation:

Assessment of teachers;

Legal aspects;

Advice, advisory service,
advisory interviews;

Assessment of pupils;

Co-operation in study seminar.

Course D : (still in planning stage)

Innovations;

Office organisation:

Management/planning and running
filing systems;

Allocation of work

Systems of conveying information
within the school;

Contact with the public;

School administration and electronic
data processing/safe-guarding of data;

Budgeting: structure and implementation.

The courses also include the teaching of various management techniques (planning and decision-making techniques), e.g. brainstorming, nominal group techniques, force field analysis and flow and/or bar charts. The continuation training module as a whole, however, is not merely concerned with imparting knowledge and skills; it also aims in particular at achieving changes in views and attitudes. The alternation of different types of work and organisational methods in the course of the week also assists this aim.

In addition, course participants are provided with ample material for purposes of revision and more detailed study.

Appropriate treatment of legislative problems relating to schools is ensured in two ways:

- (a) By separate 'blocks' of topics relating to school legislation (e.g. co-determination) and/or by incorporating a proportion of legislative aspects when dealing with other problems and exercises;
- (b) By incorporating a separate continuation training block of 'case discussions' in each single-week course, in preparation for which each participant submits, as 'homework', a written description of a school legislative problem with which he is currently confronted.

This form of integration of legal elements in all four courses has proved very valuable and has found complete acceptance among all those who have so far attended.

Each course has been limited to a maximum of 26 participants. In consultation with the teachers' main staff association the following allocation of students was agreed:

- primary schools	: 7
- special schools	: 3
- comprehensive schools	: 4
- intermediate and secondary modern schools	: 6
- grammar schools	: 3
- vocational training schools	: 3

This scale ensures the participation of a certain number of representatives from all types and grades of schools - a highly desirable feature, on didactic grounds, for the course itself - and also makes possible the occasionally necessary division of the class into small groups specific to types and/or grades of school.

How do you justify the programmes you offer?

The courses offered were developed as a result of the analysis of the profession referred to previously. Evaluation measures

carried out so far confirm the bearing which the conceptual approach has on actual practice and overwhelmingly assess the planning and implementation of the course as highly suitable.

There will not be any basic training for headmasters in Hesse in the foreseeable future and consequently training can only be organised on an in-service basis.

By including school inspectors, administrative law counsellors and headmasters in the planning group an attempt is made to ensure that the content, the didactic approach and the organisational conduct of the courses are all closely identified with actual practice or become even more so.

What constraints do you have in offering training courses?

- Insufficient numbers of specialists willing to co-operate (school inspectors, lawyers, headmasters) since this type of person has normally a very heavy work commitment and 'relief' for this new additional duty does not seem to be forthcoming!
- Inadequate facilities in the Continuous Training Institute since these (staff, rooms, equipment) have to be duly apportioned for many tasks.

SYSTEMATIC SCHOOL MANAGEMENT DEVELOPMENT

GERHARD E. ORTNER,
DIREKTOR, INSTITUT FÜR BILDUNGS-BETRIEBSLEHRE, FEoLL

ECKHARD STEURER,
INSTITUTE FÜR BILDUNGS-BETRIEBSLEHRE, FEoLL

Some explanatory remarks on the philosophy of the ALFA school management course*

The development both of the general structure and of various selected materials of the ALFA school management course was viewed by the team of course designers as a process of practice-oriented curriculum construction. This implies that, on the one hand, one had to look for a somewhat satisfactory formulation of a general objective, and that, on the other hand, the contemporary problems of practical school organisation as well as their potential solutions had to be taken into account. The theoretical overall intention of the course and the reality of school organisation provide, therefore, the justification of the course design as well of the course materials.

The general aim of ALFA was defined as follows:

School management training according to ALFA must enable the social system 'school' to want to solve its ever-changing problems of school organisation on its own, using whatever external aids may be available, on the basis of a critical evaluation of individual needs, inter-personal requirements, and state-sanctioned educational perspectives.

Part of the task to be fulfilled by ALFA in practical school organisation is, on the one hand:

- To offer short-term problem-solving support as regards practical school management, and, on the other hand,
- To train all school organisation function bearers in the use of middle-range methods and techniques in order to enable them to develop their schooling system according to given possibilities on their own, to improve their directing functions and, finally, to

* The ALFA school management course has been designed and developed by G.E. Ortner, Eckhard Steuer and Walter Tenfelde of the Institut für Bildungs-Betriebslehre in FEoLL in a project 'Training materials for managers/directors of educational institutions', financed by the Federal Ministry of Education and the State of Nordrhein-Westfalen.

move them into becoming themselves creative in their schools.

Justification of overall intention

School managers still lack training as regards non-curricular organisational matters and skills. Having studied the relevant literature, as well as the empirical situation of school management 'on location', and having gathered experience by both advising school managers and carrying out pilot courses for them, we decided to follow the approaches and results of innovation research rather than to abstract a fictitious school manager profile from representative empirical data and to design our course accordingly. The course we thus decided to produce was to be problem-oriented and largely in project-form and, as far as curricular content is concerned, to be designed to meet the specific needs in the further education of school managers in the state of North-Rhine-Westphalia. Its main emphasis as to content is, apart from offers concerning personnel planning and information, on the teaching of meta-procedures for the further development of schools. The norm guiding our educational policy is to make school managers capable of developing their schools in an autonomous way.

Aspects of the curricular content of ALFA

The need for qualified school managers

We used the following procedures to select data representing actual school management problems as well as self-diagnosed competence deficits:

- Unstructured interviewing of teachers and headmasters in connection with further education courses relating to problems of school management and school organisation (heuristic procedures: brainstorming, brain-writing).
- Participant observation and structuring of activities of practical school management.
- Critical evaluation of results of work by other groups concerned with similar problems of establishing school management skills.
- Review of experience of other working groups concerned with similar problems in the further education of school managers.
- Critical evaluation of relevant literature of USA and Swedish origin concerning the training and further education of school management function bearers.
- Specific development projects in school

management concerning problems of the organisation and further development of schools.

- Evaluation of specially produced pilot courses for the training and further education of school managers.

It was nevertheless not possible to establish, within the ALFA development project, a weighted representative catalogue of capabilities covering the whole range of required management functions, a catalogue which, in addition, would consist of operational, or at least operationable, objectives ('training needs'). We chose to proceed along deductive-systematic lines.

Development of a framework

Proceeding from Ortner's structural model of school organisation and using our empirical findings as to actual problems and competence deficits, we first defined problem groups. We then derived a first tentative set of objectives - both in relation to other courses in the further training of school managers available in NRW, and with particular respect to the professional specialisation of the course designers.

Courses

The following courses were developed and, partly or completely, carried out and evaluated:

- Development of internal school organisation (course 1)

Processes, procedures, instruments and techniques of establishing weak points in school organisation as well as in the procedures employed to overcome these, with special emphasis on the participation of all the people concerned.

- Problem solving and decision making in schools (course 2)

Structures and processes of problem formulation and decision making, particularly in school meetings.

- Personnel planning and personnel distribution (course 3)

Time-table construction techniques, plus and minus EDP.

- Information systems (course 4)

Handling of pupils' data files using EDP; support of learning groups; construction of an information system to support and improve school management.

Courses 1 and 2 are offered as training courses of one week's

duration. They are specially prepared by the trainers by contacting the participants at their schools in order to get to know about the specific problems to be dealt with. Thus the actual course will always include the existing problems of the participants and, in fact, be completed by what is found to be relevant to them. Thus, apart from the training of procedures of a more general nature, solutions for the concrete problems of the participants are worked on. Courses 3 and 4 are information courses of the seminar kind. They provide know-how as well as opportunities to practise 'closed' procedures and techniques.

Methodological aspects of ALFA

ALFA includes two kinds of course organisation: Information courses and training courses.

Information courses deal with a fixed and fully specified topic. Participants are course participants in the traditional sense, and not clients who are advised individually. The participants, by participating, accept the prepared programme-set-up. Special knowledge, particular interests and needs are, for didactic reasons, taken into account as the course progresses, mainly through brainstorming and brain-writing. Thus lecturers and tutors may re-arrange their work according to the emergent participants' profiles and, in particular, organise special working groups to deal with relevant problems.

The participants of *training courses* may be considered as clients. In a first stage, the course trainer contacts the prospective participants several months before the course takes place at their schools and, together with them, establishes problems related to the course. The trainer collects all the discovered problems concerning both the participants and their respective schools. At the beginning of the course opinions are compared and evaluated and the course is specifically re-arranged to take the relevant problems into account.

Training courses are problem-based and project-oriented. Participants work on the topics of greatest interest to them and learn how to use meta-procedures. In addition, they develop solutions to their problems ('plans for action back home') which they take back to their schools and develop further there.

Evaluation

We consider it a very difficult problem to relate causally course attendance with long-term effects of changes in the (innovative and managerial) behaviour of course participants. We have therefore not asked participants to evaluate the potential effects of course attendance on their schools and, in particular, their possible transformation. In such an analysis one would have to examine what variables beside the course and its cognitive in-put have had a greater - improving

as well as inhibiting - effect on the activities of school managers than the course itself. We cannot, at present, solve this problem of causal connection in a reasonable way within the limits of our possibilities. We have therefore included the following measures into our system so as to make the 'back home'* problem less grave. Among these are:

- We always invite several school management colleagues per school.
- We always deal with topics that are of direct interest to the schools because they are related to concrete problems encountered there.
- During the course we offer advice as to how acquired know-how may be exploited at home.
- The ALFA-trainer remains available for participants after the course as a source of information and advice.
- ALFA-trainers also offer advice 'on location' in order to deal effectively with specific problems.

Thus, a long-term feedback process between course trainers and course participants is instituted which has positive effects on the further development of course curricula and course methods.

- * The course participant attempts to practise what he has learned and experienced on the course as soon as he gets home. But it is well-known that the colleagues back home - overtly or secretly - often refuse to co-operate and thus obstruct or hinder reasonable and desirable developments and changes.

TRAINING NEEDS NOTED IN POSITION PAPERS

ANALYSED BY DR E SMITH
VISITING FELLOW, DEPARTMENT OF EDUCATION MANAGEMENT,
SHEFFIELD CITY POLYTECHNIC

The training needs noted in the position papers have been analysed and listed below under percentage headings for each category. They are derived from the responses of institution leaders, regional staff and trainers.

	German	British
School law, labour law, legislation relating to health and safety in employment, pupils' and parents' rights, regulations and legislation.	11.1%	8.8%
Decision-making, pressure groups in decision-making, identification of problems, nominal group techniques, force field analysis, network analysis, definition of objectives, policy-making, quantitative techniques.	9%	7.7%
Management of institutions, resource management, financial management and control, budgeting, ability to plan coherently, timetabling, filing and registration, office organisation, electronic data processing, librarianship, school buildings and equipment.	16.6%	14.1%
Innovations in education, ability to cope with and respond positively to change, current developments in teaching, evaluation and implementation of new curricula.	6.2%	3.7%
School organisation, school 'atmosphere', staff morale, leadership styles, theories of organisation and management, organisation development.	6.2%	3.7%
Curriculum development, assessment of pupils, advising on courses, exams and careers.	1.2%	2%

Personnel management, assessing and advising teachers, supervision of staff, interview techniques, selection techniques, evaluation techniques, performance appraisal, staff development, staff induction, staff deployment and delegation, conditions of service for staff, problems of man-management.	12.5%	15%
Meeting procedures, conference planning, staff meetings, chairmanship, public speaking, conduct of negotiations.	9%	1.3%
Ability to communicate effectively, ability to establish good working relationships, counselling skills, ability to discuss professional matters, media techniques, public relations, co-operation across the community, industrial relations, dealing with staff association, discovering opinions of informal staff groupings, systems of conveying information within the school.	16%	17.5%
Ability to compile reports and documentation, presentation of facts and figures, basic statistical techniques, writing of book reviews.	3.9%	2.5%
Up-to-date knowledge of the system, local authority government, the inter-related networks of government and the public/private sectors, systems analysis, local government decision-making processes, financial structure of local government, relationships between elected and officer members in local government, the national economy and education, socio-economic change and technological developments, powers and procedures of governing bodies, politics in education.	2.6%	24.3%
Ability to display qualities of leadership, position of principal vis-a-vis education authorities and staff, maintaining efficiency, leadership techniques and strategies.	3.5%	1.3%

On this activity - 'Training and professional needs derived from these problems', the reports which follow were produced by international syndicate groups.

THE IDENTIFICATION OF NEEDS IN RUNNING INSTITUTIONS (ALL STAFF)

COMMON

Interpersonal abilities in behaviour to teaching staff, students, school management boards

Innovation and implementation of resources and curricula and long-term development plans

Assessment of staff

Conduct of meetings

Knowledge of relevant legislation and procedures

Information gathering and decision making

Technical skills (time-tabling, report writing etc.)

Estimating, budgeting and financial control

Office and secretarial skills

Allocation and deployment of teachers

Pattern of organisation, pattern of delegation and organisation design

Vocational guidance and counselling

Impact of demographic trends (strategy for dealing with problems of scarcity and over-supply of teachers)

Problem of staff motivation in times of scarce resources

DIFFERENT

Rheinland Pfalz/Hessen

Detailed knowledge of promotion procedures, statutory laws and school legislation

England

Curriculum and curriculum development

Staff appointments, promotion and development of staff

Negotiation at the political and economic level

Knowledge of industry and commercial practices

Education techniques applied to organisational structures

Need to improve measures of educational productivity

TRAINING NEEDS FOR PRINCIPALSHIP

1. Assessment of staff
2. Staff selection
3. Staff development
4. Relationships with Trades Unions
5. Employment legislation
6. Committee work
7. Role training
8. Management of conflict
9. Participation - staff, students
10. Interpersonal relationships and job satisfaction
11. Information/communication techniques
12. Public relations
13. Relationships with outside agencies
14. Careers guidance/student counselling
15. Examinations
16. Curriculum development
17. Implementation of innovation
18. Management of resources
19. Control of budget
20. Knowledge of administration
21. Legislative framework
22. School rules
23. Development planning
24. Modern management techniques
26. Health and safety

TRAINING NEEDS FOR SCHOOL INSPECTORS/OFFICERS

SIMILARITIES IN BOTH COUNTRIES

- Counselling techniques
- Interpersonal communication
- Strategy for innovations
- Gathering and distributing information
- Techniques of staff evaluation
- Staff development
- Interaction with other agencies
e.g. responsible for foreigners, industry etc.
- Interaction (co-operation, communication)
with colleagues in other areas of education
- Ability to use specialist advice
- Minimal knowledge of personnel legislation
and legislation affecting the education system
- Understanding one's own role
- Institutional evaluation
- Performance appraisal (of individuals)
- Sensitivity to societal change
(constraints, needs)
- Interaction with politicians
- Operational skills in managing committees

DISSIMILARITIES

German

- Acquisition of first-hand information
- Implementation of new curricula
(monitoring, adaptation)

English

- Basic financial management, including
- Cost benefit analysis
- Understanding of corporate management

RESPONSES BY TRAINERS AND ACADEMICS TO THE NEEDS OF PRACTITIONERS

Small international groups reported on this activity. A number of differences in mode of provision was noted, as were selection procedures, but as these are adumbrated in the introductions to the position papers, the reports (in diagrammatic form) summarised below, concentrate on common responses from the syndicate groups. The greatest difficulty noted was that of evaluation of the effects of training on individuals in the system.

Diagram 1 is a suggested general pattern of provision.

Diagram 2 is a suggested pattern of provision for principals and administrators.

Diagram 3 attempts to analyse practical need against provision.

Again it must be noted that these are couched in general terms and do not necessarily distinguish among the providing agents. This latter is a subject for analysis both in the position papers and in the main conference proceedings.

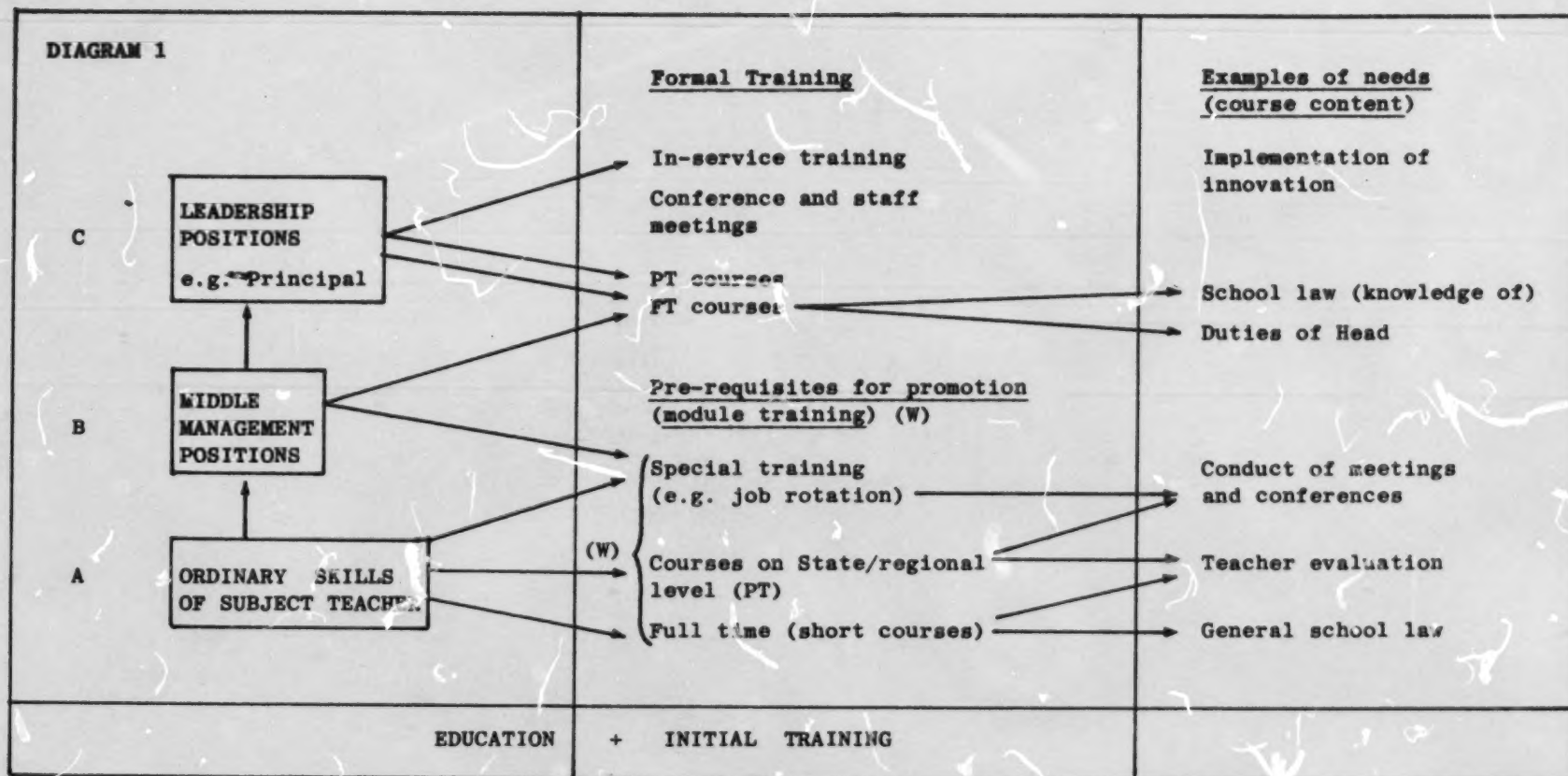


DIAGRAM 2

TRAINING FOR PRINCIPALS AND ADMINISTRATORS

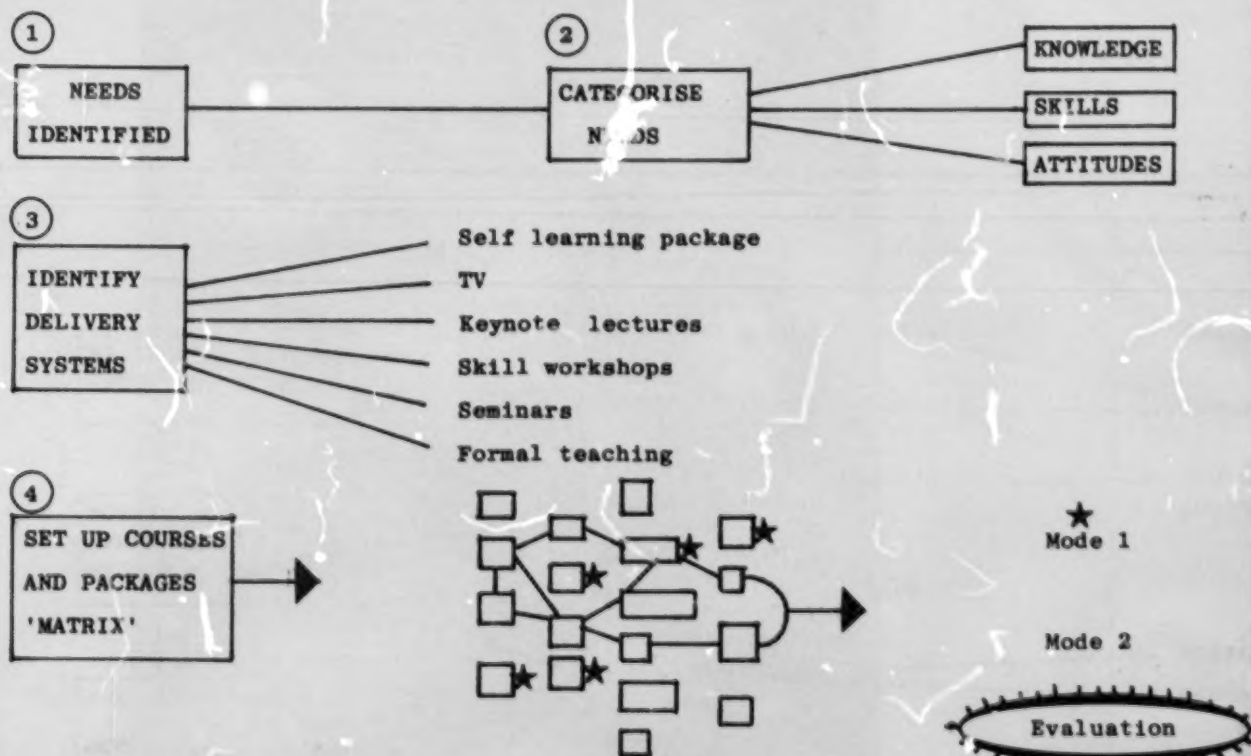


DIAGRAM 3

Training Needs and Provision

- o Social Techniques
- o Staff development and planning
- o Administrative techniques
- o Resource management
- o System analysis and development
- o Curriculum implementation and development

How?

Workshops
Role play and
(in-house support)

Workshop

Case study
Seminar, Packages

Lectures, Packages
Case study
(role play)

Workshop
Case study

Lectures
Packages
Workshops (with
specialist input)

For whom? (priorities)

Teachers and
Posts of Responsibility

Posts of Responsibility
and aspirants

Posts of Responsibility
(teachers)

Posts of Responsibility

Higher posts of
responsibility

All teachers
+ inspectors
+ administrators



1.0



1.1



1.25

1.4

1.6

1.8

2.0

2.2

2.5

2.8

3.2

3.6

4.0

4.5

5.0

5.6

6.3

7.1

8.0

9.0

10

11

12.5

14

16

18

20

22.5

25

28



2.8



3.2



3.6



4.0



2.5



2.2



2.0



1.8



1.4



1.6

MICROCOPY RESOLUTION TEST CHART
NATIONAL BUREAU OF STANDARDS
STANDARD REFERENCE MATERIAL 1010a
(ANSI and ISO TEST CHART No. 2)